



Gender Assessment for USAID/Timor-Leste Country Strategy Plan FY 2004-2009

August 2004

DevTech Systems, Inc.
USAID Contract #: GEW-I-01-02-00019-00

The Women in Development (WID) IQC

Chemonics International, Inc. • Development Alternatives, Inc. • Development & Training Services, Inc. •
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*The WID IQC contract is funded by the Office of Women in Development, Bureau for Economic Growth, Agriculture,
and Trade, U.S. Agency for International Development*



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ACRONYMS AND ABBREVIATIONS

ADB	Asian Development Bank
ADS	Automated Directives System
AIDS	Acquired Immune Deficiency Syndrome
APHEDA	Australian People for Health, Education and Development Abroad (the overseas aid agency of the Australian Trade Unions)
AusAid	Australian Agency for International Development
CCF	Christian Children's Fund
CEDAW	Convention on the Elimination of Discrimination Against Women
CIDA	Canadian International Development Agency
CIIR	Catholic Institute for International Relations
COP	Chief-of-Party
CRS	Catholic Relief Services
DAI	Development Alternatives, Inc.
DG	Democracy-Governance
EG	Economic Growth
ETSSC	East Timor Student Solidarity Council
ET-WAVE	East Timorese Women Against Violence and for Care of Children
FAO	Food and Agriculture Organization
FOKUPERS	Forum Komunikasi Untuk Perempuan Loro Sae
FSN	Foreign Service National
GFFTL	Grupo Feto Foinsae Timor Lorosae
GFP	Gender Focal Point
GOTL	Government of Timor-Leste
HIV	Human Immune Deficiency Virus/
IEC	Independent Electoral Commission
ILO	International Labour Organization
IQC	Indefinite Quantity Contract
IR	Intermediate Results
IRI	International Republican Institute
JSMP	Justice System Monitoring Programme
MICS	Multiple-Indicator Cluster Survey
MOH	Ministry of Health
MP	Member of Parliament
MSME	Micro, Small and Medium Enterprise
NDI	National Democratic Institute
NGO	Non-Governmental Organization
OMT	Organization of Timorese Women
OPMT	Popular Organization of Timorese Women, Fretilin Women's Org.
OPE	Office for the Promotion of Equality
PMP	Performance Monitoring Plan
PSC	Personal Services Contracts
REDE-Feto	East Timorese Women's Network
RFA	Request for Assistance
RFP	Request For Proposals
SGP	Small Grants Program
SIMPLAR	Strengthening and Improving Labour Relations in Timor-Leste
SIP	Sectoral Investment Program
SO	Strategic Objective

SOW	Scope of Work
SpO	Special Objective
TDY	Temporary Duty
TSP	Transitional Support Program
UN	United Nations
UNEP	United Nations Environment Program
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNMISSET	United Nations Mission in East Timor
UNOPS	United Nations Office for Project Services
UNTAET	United Nations Transitional Administration in East Timor
USAID	United States Agency for International Development
USF	University of San Francisco
VPU	Vulnerable Persons Unit
WID	Women in Development

I. EXECUTIVE SUMMARY

Background

USAID/Timor-Leste¹ is now in the process of finalizing its first country strategic plan for the FY 2005-2009 period. Under USAID's Automated Directives System (ADS) requirements, gender assessments are intended to be an integral element of the background materials that guide missions in the development of their country strategic plans. Accordingly, USAID/Timor-Leste requested assistance from the Women in Development (WID) Indefinite Quantity Contract (IQC) to better understand the gender issues relevant to their proposed country strategy and performance monitoring plan. This report provides an assessment of the critical gender issues, resources and options for USAID/Timor-Leste, based on two weeks of in-country interviews and an extensive review of documents available during the period of work.

The following report contains several components. It begins with a review of the concept of, and requirements for gender mainstreaming in USAID programs. There is an overview of the gender context for Timor-Leste, as well as the gender issues specific to the two Strategic Objectives (Economic Growth, Democracy – Governance) and the Special Objective (Health). The report considers how gender relationships may impact program results, as well as how specific activities may affect the status of women. The recommendations include specific ideas for both gender-mainstreamed and gender-focused activities, indicators and monitoring.

Some of the notable and general characteristics of gender relations in Timorese society include:

- Since Independence in 2002, the Timorese have embarked upon the exciting but extremely challenging process of re-building their social, political and economic institutions.
- Catholicism has been an important and conservative influence on Timorese society.
- At the community level, the gender division of labor in Timor-Leste is generally quite rigid. There are both patrilocal and matrilocal communities.
- Although it varies in practice from place to place, a traditional bride-price custom, called "*barlaque*" is maintained whereby a prospective husband's extended family pays a negotiated combination of cattle, animals, money, traditional woven cloth (*tais*) and gifts to the family of the prospective bride and her family reciprocates with much more minor gifts.
- As a consequence of the war, there are many more female-headed households (at least 14 percent) and some households headed by widowers.
- A number of development assistance project staff, both international and East Timorese, that were interviewed for this report speculated that a lack of sufficient

¹ Two names are still commonly used, the official country name, Timor-Leste, and the former name, East Timor. The official name will be used for this report with the exception of references and organizations that use the name, East Timor. Citizens are referred to as East Timorese rather than the less accurate term, Timorese, which includes those living in West Timor, Indonesia.

mutual trust was one of the problems undermining their efforts to organize women or women's groups for joint activities such as agriculture, micro-enterprise and micro-finance. They also pointed to a decline of traditional informal working groups in some areas during the Indonesian occupation.

- Within Timorese households and families, there is also a high rate of domestic violence perpetrated by men against both women and children.
- The United Nations Transitional Administration in East Timor (UNTAET) launched a national-wide campaign on domestic violence issues that had a very high level of political support. These efforts led to a November 2001 workshop to draft domestic violence legislation but progress has been slow, in part due to larger legal code changes and translation issues.
- On average, each Timorese woman bears more than seven children during her reproductive lifetime (i.e., the Total Fertility Rate is 7.4).
- Within households, there is usually a traditional gender division of labor for housework and childcare. While women often already engage in micro-economic, agricultural and handicraft activities, they have little time left over for training, accessing credit and obtaining employment. There is very little documentation on the gender division of labor for food crops, industrial crops and horticultural crops in the different districts of Timor-Leste.
- Women's low literacy and education are often cited as reasons why they are not included in decision-making or offered livelihood-related training or professional advancement opportunities. Without Portuguese or English language skills, most women are unable to take on leadership positions. In all age categories, men have higher rates of literacy than women. Men are more likely than women to speak and read one of the two forms of Tetum (Tetum Terik and Tetum Prasa). Literacy estimates vary widely for women. It is common to hear that only one-third of Timorese women are literate but the United Nations Children's Fund (UNICEF) Multiple Indicator Cluster Survey (UNICEF 2003) found that about 52 percent of all women, ages 15 and above, were literate compared to 65 percent of all men.
- The Indonesian occupation had a major impact on women's education. During the Indonesian occupation, many women never attended school or had their schooling interrupted. For all age categories, women were much more likely than men to have never enrolled in school. For those who attended school, there are very significant gender gaps in enrolment and completion of higher secondary and tertiary education. Girls have a much higher dropout rate, particularly from age 14 onwards. For current primary and secondary students, there is very little difference in enrolment rates (97 percent).
- According to the United Nations Population Fund's (UNFPA) current estimates, the percentage of females in the Timorese population in 2001 was 49 percent and 51 percent for males. The distribution varies slightly across districts with somewhat fewer females in Dili (47 percent) and a higher percentage of females in Oecussi District (52 percent).

- At the present time, Timor-Leste lacks a number of the sex-disaggregated social statistics that are typically used for gender analysis.

Timor-Leste's government and civil society organizations have taken a number of steps related to gender equity:

- Government bodies have ratified the United Nations Convention on the Elimination of Discrimination Against Women (CEDAW) and other human rights treaties, established an Office for the Promotion of Equality (OPE) under the Prime Minister and District and Ministerial Gender Focal Points, establishment of a Vulnerable Persons Unit of specially trained police officers, enshrinement of equal rights in Timor-Leste's new national constitution, universal franchise, some legislative gender mainstreaming and drafting groundbreaking, domestic violence legislation, labor and family laws. In addition, there are now efforts underway to mainstream gender into the sectors discussed by the gender-sensitive National Development Plan.
- In Timor-Leste, there is no single lead institution working on gender issues and women's issues. There are several active Non-Governmental Organizations (NGOs) or sub-units of these NGOs that focus primarily on gender and women's issues (i.e., Alola Foundation, Forum Komunikasi Untuk Perempuan Loro Sae (Fokupers), East Timorese Women's Network (Rede Feto), East Timorese Women Against Violence and for Care of Children (ET-WAVE), Grupo Feto Foinsae Timor Lorosae (GFFTL), Popular Organization of Timorese Women (OPMT), Organization of Timorese Women (OMT), Women's Caucus, East Timorese Men Against Violence, Women's Justice Unit of the Justice System Monitoring Programme (JSMP)); there are also other organizations that address gender issues as one of several priorities or that mainstream gender in sectoral activities (e.g., Timor Aid, Oxfam, the Catholic Institute for International Relations (CIIR), etc). The universities and academics are not particularly active on gender issues and most Timorese gender research is donor-funded. Women are involved in business associations, cooperatives, credit unions and trade unions but to a much lesser extent than men. Women are often more active than men in church organizations.

While the international donors do not have a coordinated strategy or regular meetings to coordinate funding on gender issues in Timor-Leste, they have supported many of the major government and civil society activities discussed above. In addition to several United Nations organizations, the World Bank and the Asian Development Bank, a number of bilateral donors have a strong interest in supporting gender mainstreaming and advancing women's status include: Development Cooperation of Ireland (Ireland AID), Australian Agency for International Development (AusAID), New Zealand Consulate and Canadian International Development Agency (CIDA). Currently, the Transitional Support Program (TSP) III, a pooled multi-donor fund, that provides funds for the Government of Timor-Leste (GOTL) sectoral activities with performance benchmarks based on the National Development Plan.

Gender Recommendations for SO 1 Activities and Indicators

Gender issues are highly germane to any discussion about improving Timor-Leste's employment situation and the livelihoods of Timorese households. For policy issues, there are some likely gender-neutral areas (e.g., macro-trade and investment, fiscal and tax issues, transport sectors) but gender analysis must be a consideration for others (e.g., land, natural resources financial services, collateral, energy choices, tourism, labor migration). A common set of gender issues apply across the three Intermediate Results (IRs) for SO 1: *1) patterns of employment and unemployment by sex and age; 2) access to productive resources including financial services, land and natural resources; 3) the nature and scale of women's businesses, and 4) the business-related capacity and training constraints that are specific to women and women's groups.* For the economic policy-making process itself, there are three additional gender issues of concern: *1) the under-representation of women in economic policy-making positions below the Ministerial and Vice-Ministerial levels, 2) weaknesses in the economic analysis capacity of women's NGOs, and 3) the lack of sex-disaggregated labor data and economic studies addressing gender issues.* USAID/Timor-Leste may want to consider some or all of the following options:

IR 1.1: Improved policy and business environment

- Support gender analysis and public consultation with women's/gender NGOs for upcoming proposed policy/legal reforms, either through the core contractors or the Small Grant mechanism. Specific attention is needed to:
 - ensure that women do not lose existing rights to land and gain more equitable land rights under land-related laws, through activities such as reforms to titling procedures (e.g., women holding land titles in their own names) as well as women's representation as mediators and decision-makers for land dispute mechanisms such as the Land Boards,
 - identify how Timor Sea revenues can provide equitable benefits for both women and men,
 - address the gender and social impacts of displacement from forest and park set-asides of land and women's involvement in community-based natural resource management,
 - identify gender impacts and how to enhance women's economic and social status via the upcoming 20-year plan to be done by the World Tourism Organization for the United Nations Environment Program (UNEP),
 - ensure that alternative loan collateral requirements are available for those without land titles, including women, and that men and women have equitable opportunities for loans of any size.
 - identifying safeguards that can be used to protect both male and female emigrant workers from unsafe working conditions while they are out of Timor-Leste, help their families while the workers are away and improve their investment choices for their earnings.
- For micro- and small finance, continue to target and service female client groups and link their loans to provision of training on business skills, literacy/numeracy and maternal and child health issues. (Cross-Sectoral: EG-Health Linkages)

- Identify gender-specific barriers to scaling up and diversifying for Micro, Small and Medium Enterprises (MSMEs) owned by women and men.
- Work with OPE to support capacity development in gender budgeting for the GOTL staff involved in developing statistical systems for national accounts.

IR 1.2: Improved production and marketing of selected commodities

- Support gender analysis to identify the gender division of labor and gender-related impacts of specific sub-sectors (e.g., vanilla, cattle fattening, fisheries, tourism, etc.) targeted for improvements. Select a mix of options that balance income-earning opportunities for women and men and minimize negative impacts on women's access to resources. Fishing, collecting and gleaning of marine and shore products, including value-added processing (e.g., shrimp paste, sea cucumber drying, fish salting, etc.), are under-explored options.
- Identify new demand-driven commodities/ products/services that are not yet gender-assigned and incubate female- and male-owned businesses for these new opportunities.
- Identify gender-specific information channels to provide information on markets, sound management of fragile lands, etc. to women and men. Some channels may be appropriate for both (e.g., church); others are targeted specifically to reach women (e.g., market day information, OMT and OPMT groups, microfinance providers).

IR 1.3: Improved capacity and skills

- Provide women with vocational skill training in higher-paying, non-traditional occupations such as the trades.
- Integrate literacy and numeracy training into training associated with other USAID Economic Growth (EG), Democracy-Governance (DG) and Health programs (e.g., microfinance, legal rights, health education). (Cross-Sectoral Linkages)
- Reduce some of women's practical impediments to training by providing childcare, arranging convenient schedules, using local venues and bringing food. For example, rather than offering money to women for food preparation which often restricts their availability for training, training organizers should bring finger food or conduct meetings between meal times.
- To reach both men and women, work with multiple training service providers, including those that already have female clients/members (i.e., women's NGOs or NGOs working with women, women's unions or cooperatives, church groups) or who are willing to expand their outreach to women (i.e., cooperatives, unions and business associations).

- Whenever possible, publicize training opportunities directly to target women participants rather than relying on senior male “gatekeepers” to disseminate information to women and men.

Small Grants Program

- Across the Small Grants portfolio, support mix of activities that generate an equitable number of job opportunities for both women and men. When reviewing grant proposals, consider which jobs are socially unacceptable for women (e.g., road repair), which jobs could be opened to women with improved skills and which grants provide access to new types of jobs that are not yet tied to the gender division of labor (e.g., new crops, new value-added products, new types of businesses).
- Support a household study on the patterns of household expenditures and farm/non-farm investments from micro-finance loans to men and women.

Gender Recommendations for SO 2 Activities & Indicators (new)

IR 2.1: Improved Rule of Law

The key gender issues related to the rule of law in Timor-Leste include: *1) the Constitutional and legal framework, 2) the gender biases of the court system and security sectors, 3) the adequacy of legal services, and 4) the involvement of women’s NGOs in advocacy activities and training on new laws.* USAID/Timor-Leste may want to consider some or all of the following options:

Judicial Branch Strengthening

- Support the development of gender sensitization modules related to specific legal issues for legal professionals.
- Provide assistance for the development of, and training related to an efficient and transparent sex-disaggregated case management tracking system.
- Support the institution of an Ombudsman position in the Prosecutor’s Office that provides a direct line of communication on case progress for female survivors with sexual/domestic violence cases.
- Support case studies on the time required for sexual violence and domestic violence cases to be processed to advocate for expedited processing.
- Provide gender-equitable opportunities for judicial system staff training.

Access to Justice

- For women who do not want to work with the formal criminal justice system, identify mechanisms, such as including trained female mediators or a local support team of men and women, to help these women receive more equitable treatment under traditional law for cases related to domestic violence and land disputes.

- Use the media and training to increase women's awareness of their legal rights, including the right to counsel, and the procedures for using the criminal justice system.
- Support expanded and more timely access to legal services for female and child victims of crime and women accused of crimes.
- Provide support for studies that highlight cases in which the traditional justice systems, alone, or in combination with the formal justice system, have provided adequate justice for women.

Instilling Respect for, and Understanding of the Law

- Provide support to the establishment of a professional association or regular activities of male and female attorneys who are interested in advocating for gender-sensitive legal reforms. Provide advocacy training to them.
- Support educational activities on the gender dimensions of draft legislation for supportive male and female Parliamentarians.
- Help Legal Aid Institutions and Women's/Gender NGO partners to conduct joint trainings on new legal codes with gender dimensions.
- Support civic education activities (i.e., radio, popular drama, dialogues) related to accountability of representatives on the gender issues of proposed/new policies and laws.
- Expand the advocacy skills of women's/gender NGOs through training.

Sound Legal Framework

- Support the development of a civil society monitoring group and/or activities (e.g., annual report card and related publicity events) to track annual progress towards gender equitable implementation of the Constitution.
- As part of larger efforts to expand public consultation and access to information, ensure the participation of grassroots women and civil society groups working on women's and gender issues.
- Focus on prosecutors as a target audience for professional trainings on new gender-related laws (e.g., Domestic & Sexual Violence, Marriage), legal issues uniquely affecting women, identification and handling of domestic violence cases, sentencing alternatives for husbands guilty of domestic violence and gender sensitization.
- Support the activities of the new 45-member Women's Legal Aid Steering Committee and its Secretariat, via the Small Grants Program and/or core funds.
- When appropriate legislation (draft and final) is made available, provide funds for translation and dissemination of those laws with greater gender impacts.

- To build the capacity of women's/gender NGOs to conduct gender analyses in Portuguese of new policies and laws, consider support for technical assistance partnerships with NGOs and universities from Lusophone countries with gender expertise related to legal/policy analyses. A list of Portuguese and Brazilian women's/gender NGOs working in this area can be found in Appendix E.

IR 2.2: Improved Good Governance Practices

For governance issues, there are a number of important gender issues: 1) *traditional socio-cultural patterns of male-dominated public decision-making*; 2) *newer models of political representation at the national and local levels*, and 3) *practical issues related to greater female participation in local governance (see Section V.A.)*. USAID/Timor-Leste may want to consider some or all of the following options:

- Support equitable male/female participation for citizen dialogues on decentralization options, including separate same-sex dialogue groups.
- Introduce and publicize new accountability mechanisms and norms to use with new *suco* council members, with special attention to inculcating the male and female youth representatives and constituents with respect for accountability.
- Expand community-level dialogue on family issues (e.g., women's heavy workloads, health, education, nutrition, land rights and domestic violence). (Cross-Sectoral Linkages)
- Provide technical assistance, training and dialogue activities for new *suco* officials and their constituents to help them understand their new roles and responsibilities.
- Support periodic meetings of new female *suco* officials, at the district level, so that they can exchange experiences and strategies.

Gender Issues and Recommendations for SpO 3 Activities & Indicators

IR 3.1 - Increased capacity of communities to manage common health conditions in families.

For community health management, the main gender issues involve: 1) *the nature of services being offered through the formal health system*, 2) *the roles of women in health care provision*, 3) *attitudes toward the health care system*, 4) *differential access to information about sound health care practices*, 5) *gender roles within households*, and 6) *household decision-making about health-seeking behaviors and expenditures*. USAID/Timor-Leste may want to consider some or all of the following options:

- Increase male involvement in the health diagnosis and care of their wives and children. Build upon social norms for men, including men being responsible for the nutrition of their wives during pregnancy.
- Provide health/reproductive health information and training to non-parental health caretakers of East Timorese children, including in-laws, relatives and siblings, both male and female.

- Expand existing efforts by East Timorese men, particularly young men and sympathetic male leaders, to use peer education approaches to prevent and address domestic and sexual violence. These programs could include discussion about masculinity, *barlaque* customs, ideas about discipline and sexuality.
- Introduce the possibility of choice for women to involve their partners in reproductive and sexual health counseling, service delivery and treatment.
- Address the reproductive health needs of men and adolescent boys through peer, outreach and clinic-based programs.
- Sensitize health care professionals about the reproductive health needs of men and the positive role that men can play in the health of women and children. It will be important to address life cycle differences among men and how this influences their attitudes and behavior.
- Address special attention to anemia-malaria issues in maternal care programs.
- Work with communities to identify community-level strategies for addressing pregnancy-related emergencies, including tapping the expertise and resources of traditional mid-wives, alternative medicine practitioners and transportation providers.

IR 3.2: More effective disease control.

For malaria and tuberculosis, the main gender issues include: 1) *lack of gender-equitable opportunities for training of technicians and professionals involved in malaria management*; 2) *potential gender-specific stigma and health issues related to tuberculosis infection*, 3) *the extra burden borne by women for care of household members with malaria*, 4) *links between malaria and anemia for mothers* and 5) *links between health products and income generation*. USAID/Timor-Leste may want to consider some or all of the following options:

- Provide gender-equitable opportunities for training of technicians and professionals involved in malaria management. These efforts could include more on-the-job training so that women who are responsible for household duties will be able to attend.
- Use formative research and media campaigns to identify and address the gender-specific stigma issues that may be associated with tuberculosis and other communicable diseases, including Human Immune Deficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS).
- Involve women's NGOs and microfinance NGOs in plans for producing and selling insecticide-treated bednets and work with women's microfinance groups for the sale of nets to members and others in their communities. Education in reproductive

health and communicable disease prevention and treatment could be included in these activities. (Cross-Sectoral Linkages)

Small Grant Program

- Support studies on how health and reproductive health-seeking behavior and decision-making vary for men and women, by age/life cycle, economic level and location.

Recommendations for the Small Grants Program

There are several possible action items for the Small Grants Program, both for individual grant management and portfolio management. For the former, standardized operating procedures are needed to require applicants to address key gender issues and equitable benefit distribution as part of the grant criteria. Project officers should provide advice and place conditions on grants to improve gender mainstreaming. Grant monitoring and the final reports provide additional opportunities to highlight gender issues. When considering proposed studies, grant officers should make sure that female informants are included and topic-specific gender issues are discussed in the final funded proposal and in the final report. They should also look for opportunities to support more innovative gender approaches (e.g., men working against violence, husband and wives interacting with reproductive health services and trainings, expanding women's participation in more lucrative and non-tradition income-generating activities, etc.

It is important for the grants team to do periodic reviews of the sectoral grants and the total portfolio to determine the percentage of grants that are female-focused, male-focused and mixed beneficiaries. If too many grants do not have any or very few female beneficiaries, the portfolio should be adjusted through grant conditions and monitoring, as well as pro-actively seeking out grantees that take more gender-balanced approaches. For larger grantees who do not understand gender mainstreaming, the grants team may want to provide gender training. There are many gaps in gender research related to the three Strategic Objectives and the small grants are key opportunities to fill these gaps.

Next Steps for USAID/Timor-Leste

There is a need for gender-related capacity building for USAID Mission staff and partners. Both group training and team or project technical assistance would be helpful for improved gender mainstreaming. However, there is gender expertise within Timor-Leste and among USAID partners that can augment external gender training. There are partners, particularly in the DG portfolio, who have a strong understanding of gender issues and their expertise and training abilities could be tapped for the Level I training.

While it is helpful to have a Mission WID Officer, gender mainstreaming is everyone's responsibility: The Mission may want to consider forming a small Mission Gender Committee comprised of one representative from each of the three teams (including the current WID Officer), as well as the Senior Program Officer (a U.S. Personal Services Contractor). Gender mainstreaming expertise should be included on Foreign Service

National (FSN) and Personal Services Contracts (PSC) job announcements for Mission staff openings. Gender mainstreaming activities should be part of the performance evaluation criteria for Mission staff. Each year, the Mission may want to convene an annual meeting of Mission staff and partners to discuss progress and share strategies for gender mainstreaming.

Gender mainstreaming needs to become a routine part of the work of Mission project managers and partner staff. Once the Country Strategy is approved, the ADS requires inclusion of specific approaches and activities related to gender mainstreaming in these documents. As the Requests for Assistance/Requests for Proposals (RFAs/RFPs) are being developed, Mission staff have the opportunity to signal prospective partners that the Mission takes gender issues seriously by using standardized and tailored language about gender mainstreaming. Once the project contracts and grants are awarded, the Mission project officer should ask that the required detailed workplan include attention to gender issues throughout, rather than a meaningless statement of general intentions to address gender. Gender should be routinely discussed at quarterly and annual meetings for projects.

For any consultant reports from TDY to USAID/Timor-Leste, the mission should include standard language in the Scopes of Work that request discussion of the key gender issues for the TDY topic. For consultant reports and other studies funded via USAID projects, the Scope of Work is critical for ensuring that gender issues will be adequately addressed in the sampling, analysis and discussion of findings.

Both the Mission staff and partners are often involved in the planning of trainings. Other donors have learned a number of valuable lessons about how to reduce the practical impediments that constrain rural women's participation in trainings including: gaining local leader support, providing family food and childcare, paying attention to seasonality and women's available time, keeping training local and in small chunks of time, use training pedagogy with more visual and participatory learning methodologies and materials.

USAID/Timor-Leste should tap the expertise of other donors and their partners for lessons about gender mainstreaming. Because there is no regular forum for exchanging experiences, it would be helpful if USAID/Timor-Leste could take the lead in convening a meeting or seminar series for donors on gender mainstreaming lessons learned and best practices. The gender mainstreaming plans for the Sectoral Implementation Programs would be a good starting place for broader donor-to-donor substantive and operational discussions. If the discussion circle is broadened, then it may be appropriate to develop some capacity at one of the universities for this type of activity, in cooperation with OPE and REDE-Feto.

II. INTRODUCTION

USAID/Timor-Leste is now in the process of finalizing its first country strategic plan for the FY 2005-2009 period. Under USAID's Automated Directives System (ADS) requirements, gender assessments are intended to be an integral element of the background materials that guide missions in the development of their country strategic plans. Accordingly, USAID/Timor-Leste requested assistance from the Women in Development (WID) Indefinite Quantity Contract (IQC) to better understand the gender issues relevant to their proposed country strategy and performance monitoring plan. This report provides an assessment of the critical gender issues, resources and options for USAID/Timor-Leste.

The Scope of Work (SOW) for this assessment can be found in Annex A. The fieldwork for this gender assessment was conducted from May 24-June 4, 2004. The WID IQC consultant, Dr. Nancy Diamond and two mission staff, Angela Rodriguez and Maria Isabel Ximenes, conducted a series of group and individual interviews with mission staff, partners and other key informants (Annex B). The latter included both sectoral and gender experts from government units, non-government organizations and donor agencies. Most interviews were held in Dili; one women's group representative was interviewed in Manututo town. These interviews were preceded by a review of relevant literature/documents available during the period of work (Annex C). Report acronyms can be found in Annex D.

The following report contains several components. It begins with a review of the concept of, and requirements for gender mainstreaming in USAID programs. There is an overview of the gender context for Timor-Leste, as well as the gender issues specific to the two Strategic Objectives (Economic Growth, Democracy – Governance) and one Special Objective (Health) that were available in draft form during the period of work. The report considers how gender relationships may impact program results, as well as how specific activities may affect the status of women. The recommendations include specific ideas for both gender-mainstreamed and gender-focused activities, indicators and monitoring.

III. ACKNOWLEDGEMENTS

I would like to thank all of our informants for their helpful information and insights. People were quite generous with their time and open with their opinions. The USAID/Timor-Leste staff and U.S. Embassy were particularly helpful and provided an exceptional level of support for this gender assessment. Nicole Seibel, Democracy/Governance Team Leader, offered invaluable advice, documents and logistical aid and was the primary mission point-of-contact for this assignment. In addition, the U.S. Ambassador Grover Joseph Rees, the Senior Program Manager, Charles Oliver, Kimberly Jones (Economic Growth Team Leader) and Nicholas Hobgood (DAI Chief of Party – Small Grants Program) made time in their busy schedules to offer detailed information about their perspectives on Timor-Leste and U.S. programs. Angela Rodriguez and Maria Isabel Ximenes, USAID Foreign Service National (FSN) staff members, provided excellent topical and local expertise, logistical assistance and interpreting services.

IV. GENDER CONCEPTUAL FRAMEWORK AND TERMINOLOGY²

Understanding gender issues can help to minimize or avoid unintended negative impacts of development programs. In addition, strategic actions, both gender-focused and gender-mainstreamed, can maximize positive gender impacts such as improving the status of women or balancing opportunities for men and women. Fundamentally, gender issues are human rights issues. When social justice is addressed, more sustainable development and effective programming is likely to result because of increased “ownership” by a broader cross-section of program stakeholders.

Under its current ADS, USAID has instituted specific requirements to ensure that appropriate consideration is given to gender as a factor in development. The integration of gender considerations in development involves an understanding of the relationship between men and women in society, in terms of roles they play, which are interdependent, and of the relationships of power between them and their differential access to resources. Both aspects of the definition of this relationship are important in applying gender analysis to development – different and interdependent roles, and relations of power and access to resources between men and women.

Gender refers to “the economic, social, political and cultural attributes and opportunities associated with being male and female.”³

From the point of view of development programming, the concern with gender integration focuses on **the impact of these relationships between men and women on program results**, and on **the impact of the program on the status of women**. The point is to look for the implications for men and women of any program or policy, and then to incorporate the needs and experiences of women and men as integral parts of the design, implementation and monitoring of these programs and policies.

Gender integration, or gender mainstreaming, usually – but not always – involves a focus on women because women almost always are in a subordinate position in society. USAID pays attention to gender not only because gender affects program results but also to promote gender equality and the empowerment of women

Gender Integration means taking account of both the differences and the inequalities between men and women in program planning, implementing and assessing. Experience has shown that sustainable changes are not realized through activities focused on women alone.

Gender Mainstreaming is the term adopted by the 1995 Fourth World Conference on Women in Beijing to designate the methods and institutional arrangements for achieving gender equality. Gender mainstreaming goes beyond accounting for gender considerations in programs. Rather than regard gender issues as special interests to be taken up separately, gender mainstreaming is an approach that treats gender as a critical consideration in policy formulation, planning, evaluation and decision-making.

² Adapted from Lambert, V. 2003. Gender assessment for USAID/Guyana. DevTech Systems, Inc. (WID IQC), Washington, DC.

³ Development Assistance Committee (DAC) Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation. OECD: Paris. 1998.

Like gender integration, gender mainstreaming refers to the practice of taking account of the differential roles of men and women and of the relationship and balance between them. However, gender mainstreaming also confronts the institutional structures that support this relationship. Gender mainstreaming involves the analysis of gender –based constraints and effects at all levels and also the incorporation of this information into policy-making, decision-making, budgeting and program design and implementation.

Basically the ADS requirements involve:

- Technical Analyses and Strategic Planning (ADS 203.4.11)
- Performance Monitoring Systems for Strategic Objectives (SOs) and Intermediate Results (IRs) (ADS 201.3.4.13)
- Activity Design and Activity Approval Documents (ADS 201.3.6.3)
- Issuing Requests for Proposals (RFPs) (ADS 302.5.14) and Requests for Assistance (RFAs) (ADS 303.5.5b).

The present report deals with the first item, Technical Analyses and Strategic Planning. The ADS states, “gender analysis is a required component of technical analyses done for strategic planning and development of results frameworks.” The Gender Assessment is not a stand-alone document. Gender integration means that gender is a part of each sectoral assessment. This report is intended to provide the Mission with a baseline and reference document, a broad overview of the status of women in Timor-Leste and key gender issues.

Gender analysis refers to the socio-economic methodologies that identify and interpret the consequences of gender differences and relations for achieving development objectives. An examination of gender differences and relations cannot be isolated from the broader social context.

Differential access to and control over resources (land, labor, capital, produce, tools, knowledge, institutions, social networks, opportunities) is an essential component of the analysis, as is the comparative participation of men and women in the exercise of power and decision-making. Gender analysis also looks at gender-specific impediments. Collection of sex-disaggregated quantitative and qualitative data provides the empirical foundation for assessing potential impact of gender relations on the program, and the relative benefits to men and women.

V. GENDER OVERVIEW FOR TIMOR-LESTE

A. Social Issues and Indicators

Listed below are some of the notable characteristics of gender relations in East Timorese society. Additional information on gender and the economy, democracy-governance and health can be found in the report sections that are devoted to those Strategic Objectives:

- Since Independence in 2002, the East Timorese have embarked upon the exciting but extremely challenging process of re-building their social, political and economic institutions. Now demobilizing from a brutal 25-year civil war with Indonesia and a Portuguese colonial period of more than 400 years, the majority of men and women are now coping with continued poverty, lack of jobs, untreated post-traumatic stress, poor health status and uncertainty about the future. Besides exacerbating poverty in general, the war led to an increase in certain vulnerable groups, including widows, stigmatised mothers of children of Indonesian soldiers and women and children refugees. While there has been important progress with respect to gender equity since the end of the Indonesian period, East Timorese culture has also been affected by a number of trends including a conservative backlash that seeks to return women to only domestic roles after their contributions to the resistance, the presence of large numbers of expatriate personnel, trafficking activities, HIV/AIDS and some very limited and under-developed tourism.
- Catholicism has been an important influence on East Timorese society. During the long civil war when some church leaders and nuns played key roles in the resistance struggle and church groups were a relatively safe way to meet in groups. In 1974, only one-quarter to one-third of the East Timorese could be counted as Roman Catholics.⁴ In general, the Church often takes quite conservative positions on social and gender issues, including domestic violence and women's rights and roles, and these viewpoints influence national policy choices.
- At the community level, the gender division of labor in Timor-Leste is generally quite rigid. In patrilocal inheritance and marriage communities, where women move to be with their husband upon marriage, males generally dominate decision-making. However, there are also some matrilocal⁵ traditional cultures amongst the 16 different ethno-linguistic communities living in Timor-Leste (e.g., Manututo, part of Covalima District). In these areas, some women have relatively better land rights. Some older women from traditional leader families sometimes have roles in decision-making. However, women's rights in these areas are still quite limited compared to men.
- Although it varies in practice from place to place, a traditional bride-price custom, called "*barlaque*" is maintained in which the prospective husband's extended family pays a negotiated combination of cattle, animals, money, traditional woven cloth (*tais*) and gifts to the family of the prospective bride and her family reciprocates with much more minor gifts. While this system builds relationships between families, it also can provide a supporting context for domestic violence because men and their families then expect obedience from the wife since she has now become the property of the husband and his family.
- As a consequence of the war, there are many more female-headed households and some households headed by widowers. The Asian Development Bank (ADB) and the World Bank use estimates from the Indonesian era of nine to ten percent for female-headed households but anecdotal evidence suggests the true number is now

⁴ Source: Retboll. 2002.

⁵ The matrilocal communities, where men go to live with their new wife's family upon marriage, are more often found in the communities of southern East Timor.

at least 14 percent or higher⁶. Many of these women are war widows, including partners of Falintil fighters, political activists and those affected by the military crackdowns in the 1970s and 1980s and single women who were impregnated by members of the Indonesian military. While the recent World Bank-funded Poverty Study⁷ found that almost all female heads are widows, one-third of all widows are not heads of households. In addition, a recent Oxfam Australia study⁸ in Covalima found that poverty was locally defined as those individuals with broken kinship ties and the absence of family support. Those considered to be poor from a kinship standpoint include widows, widowers, young orphans, old people who are unable to work and do not have sons and disabled people without family.

- A number of development assistance project staff, both international and East Timorese, that were interviewed for this report speculated that a lack of sufficient mutual trust was one of the problems undermining their efforts to organize women or women's groups for joint activities such as agriculture, micro-enterprise and micro-finance. They also pointed to a decline of traditional informal working groups in some areas during the Indonesian occupation.
- Within East Timorese households and families, there is also a high rate of domestic violence perpetrated by men against both women and children. In most instances, the perpetrator of the violence is a man and the victim is a woman. Unfortunately, there is also a high level of cultural acceptance of both domestic violence and other forms of sexual violence. Many consider a certain level of violence normal within families and schools and that men are entitled to "educate" or "discipline" their wives and children with violence. While rates of sexually transmitted infections are currently fairly low, these issues have the potential to exacerbate spousal abuse. Despite considerable efforts in the last few years by Non-Governmental Organizations (NGOs) and the Government of Timor-Leste (GOTL), both the rate and brutality of the violence appear to be increasing over time.
- The United Nations Transitional Administration in East Timor (UNTAET) launched a national-wide campaign on domestic violence issues that had very high level of political support. These efforts led to a November 2001 workshop to draft domestic violence legislation but progress has been slow, in part due to larger legal code changes and translation issues. An inter-departmental government task force on domestic violence was formed by the GOTL Office for the Promotion of Equality (OPE) and included the Departments of Health, Social Services and Justice, as well as both civilian and national police departments. A 2004 opinion study by The Asia Foundation found that three-quarters of their national sample found domestic violence unacceptable. While they judge domestic violence to be a "family matter" to be more appropriate for the traditional justice process rather than the formal courts, they think the formal court is the more appropriate venue for rape cases.⁹
- On average, each East Timorese woman bears more than seven children during her reproductive lifetime (i.e., the Total Fertility Rate is 7.4). About one-third of all women, ages 20-34, are bearing a child each year. Only seven percent of non-

⁶ Source: ADB. 2003.

⁷ Source: World Bank *et al.* 2003

⁸ Source: Oxfam. 2003.

⁹ Source: The Asia Foundation. 2004. (Note: 2002 data)

pregnant and partnered women are using any form of contraception. The average household size in Timor-Leste is 5.7 but about one in five households have seven or eight members. Just over three-quarters of these households are nuclear families. (UNICEF 2003)

- Within households, there is usually a traditional gender division of labor for housework and childcare (see Table 1). While women often already engage in micro-economic, agricultural and handicraft activities, they have little time left over for training, accessing credit and obtaining employment. Under the traditional division of labor, both men and women perceive women as having a greater workload burden but many men do not perceive this as an unfair situation or a problem. In addition, some women are constrained by their husbands from working outside the home because their husbands do not trust them.¹⁰ The gender division of labor for food crops, industrial crops and horticultural crops has not been elaborated for different districts of Timor-Leste.

Table 1. Division of Labor in a Typical Farming Household

Men	Women	Women & Children	Men & Children	Men, Women & Children
Housebuilding	Food prep and childcare	Tending pigs, goats and chickens	Tending cattle	Collecting firewood
Land preparation	Planting of corn and rice	Carrying water		Weeding
Carrying corn and rice	Cutting corn and rice			
Selling rice and cattle	Threshing			
	Growing vegetables			
	Selling vegetables and chickens			

(Source: Oxfam 2003. Gender Analysis of the Permaculture Manual. Oxfam, Dili)

- Women's low literacy and education are often cited as reasons why they are not included in decision-making or offered livelihood-related training or professional advancement opportunities. Without Portuguese or English language skills, most women are unable to take on leadership positions. In all age categories, men have higher rates of literacy than women. Men are more likely than women to speak and read one of the two forms of Tetum (Tetum Terik and Tetum Prasa), the most widely spoken language in Timor-Leste. Many speak Bahasa Indonesian. Men constitute the majority of the five percent of the population that is literate in Portuguese, the chosen language for the legal code and judicial proceedings. Rural women more commonly speak only one of the sixteen local languages.
- Literacy estimates vary widely for women. It is common to hear that only one-third of East Timorese women are literate but the United Nations Children's Fund (UNICEF) Multiple Indicator Cluster Survey (MICS-2002) found that about 52 percent of all women, ages 15 and above, were literate compared to 65 percent of all

¹⁰ Source: Oxfam Australia. 2003.

males. The gender gap is smallest for the youngest age class (ages 15-24) and widest for those over age 45. For both men and women, the youngest class has a much higher literacy rate (80 percent for women and 89 percent for men) than those who are ages 45-54 (15 percent literacy for women and 39 percent for men). As might be expected, literacy rates are lower in rural areas than in Dili.

- During the Indonesian occupation, many women never attended school or had their schooling interrupted. Causes for the latter situation include fear of rape or kidnapping, forced sterilization or contraception during the Indonesian colonial period, as well as dropping out of school due to early teen pregnancy and marriage. Disaggregated by age (see Table 2), the MICS data (UNICEF 2003) shows that older women over 45 are more than twice as likely as younger women (ages 15-34) to have never enrolled in school. The difference by age is even more extreme for the oldest and youngest age categories for males. For all age categories, women were much more likely than men to have never enrolled in school. The never-enrolled are more often poor and living outside of Dili. Nationwide, more than one in three poor women have never attended school (37 percent) and approximately one in five poor males (22 percent).¹¹

Table 2: Percentage of Non-Enrollment in School by Sex and Age

	Females	Males
Ages 15-34	41.7%	30.9%
Ages 35-44	76.3%	50.8%
Ages 45-54	93.1%	71.1%
Ages 55+	97.2%	89.9%

(Source: UNICEF 2003)

- In terms of current students in primary and lower secondary school, the MICS data suggest that there are just slightly higher percentages of enrolment rates for boys and girls. The current ratio of girls to boys in primary and secondary school is estimated to be 97 percent.¹² However, girls have a much higher dropout rate, particularly from age 14 onwards.
- The MICS-2002 study (UNICEF 2003) indicates very significant gender gaps in enrolment and completion of higher secondary and tertiary education. By a factor of four, men from ages 35-54 are much more likely than women in these age groups to have attended senior secondary school and beyond. The gap narrows to about eight percent for those in the 15-34 years age group. What is striking is that there are an extremely small percentage of females over 35 who have advanced beyond lower secondary school. There are only about one in ten females that complete senior secondary whereas one in four males are able to do so. For specialized senior secondary schools (technical and agricultural), only 10-15 percent of the graduates are female. In general, for tertiary education rates, women have had much lower attendance and completion rates.
- According to United Nations Population Fund (UNFPA) current estimates, the percentage of females in the East Timorese population in 2001 was 49 percent and 51 percent for males. The distribution varies slightly across districts with somewhat

¹¹ Source: UNTAET. 2000. p. 7

¹² Source: Timor-Leste Living Standards Survey. 2001.

fewer females in Dili (47 percent) and a higher percentage of females in Oecussi District (52 percent).

- At the present time, Timor-Leste lacks a number of the sex-disaggregated social statistics that are typically used for gender analysis. The National Archives were destroyed in the 1999 riots and data collected since that time by donors has not always been sex-disaggregated. For example, neither the United Nations Gender-Related Development Index nor the Gender Empowerment Measure value can be calculated. Due to the problematic relations between Timor-Leste and the Government of Indonesia during Indonesia's colonization of Timor-Leste, statistics prior to Timor-Leste's 2002 independence have greater-than-usual problems with reliability. The last Indonesian Intercensal Population survey for Timor Timur was in 1995. In 2001, a national and representative sample was used for the Timor-Leste Living Standards Survey. A new post-independence and gender-sensitive, national census will begin in July 2004.

B. Government Institutions and Commitments

In the two years since Independence, the GOTL has taken several important steps toward gender equity:

- The Republic of Timor-Leste is a signatory to, and has ratified the United Nations Convention on the Elimination of Discrimination Against Women (CEDAW) and will be submitting its first CEDAW status report by April 2005.
- The GOTL has signed and ratified most United Nations (UN) conventions and treaties related to human rights, child rights and labor issues; however, implementation will involve greater challenges.
- There is a new Office for the Promotion of Equality (OPE) whose director reports directly to the Prime Minister. The Gender Affairs Unit of the United Nations Transitional Administration of Timor-Leste preceded this office.
- Timor-Leste's national constitution enshrines freedom from sex-based discrimination and equal rights in several sections. Both men and women have the right to vote.
- Many national policies and laws are being developed and discussed with gender advocates, including groundbreaking domestic violence legislation, labor and family laws.
- The National Development Plan addresses gender mainstreaming in relation to poverty reduction and a number of sectoral programs.
- Gender mainstreaming is now underway for the Sectoral Implementation Plans of the multi-donor Transitional Support Program (TSP).

- Finally, the first National Census commences on July 11, 2004 and as a result of collaboration with OPE, the surveys include household interviews with husbands and wives, as well as some specific questions for women about their work and families. This data on men's and women's work can potentially be used for gender budgeting activities (i.e., the relative contribution of men and women to specific sectors) and national planning.

Box 1: Road Map of GOET Gender-Related Institutions & Units

Office for the Promotion of Equality (OPE) – Under the Advisor for the Promotion of Equality Maria Domingos Fernandes Alves, this office reports directly to the Prime Minister. Ms. Fernandes Alves is a long-time women's rights activist, OMT executive officer, former director of FOKUPERS and an organizer of the First Women's Congress. The office currently has eight staff members. They focus on four projects: gender-based violence, empowerment, promoting a culture of equality and gender mainstreaming. (Source: Maria Domingos Fernandes Alves, Interview, May 2004)

Gender Focal Points (GFP) – One staff member from each of ten ministries takes on additional responsibilities for gender mainstreaming. These individuals are the main points-of-contact for OPE in its sectoral gender mainstreaming work. OPE organizes a monthly meeting to discuss progress. OPE developed a gender mainstreaming manual and provides the GFPs with formal and informal training. In June 2004, UNIFEM supported a week-long training for the GFPs to apply gender analysis and strategic planning to the Sectoral Implementation Plans of the Transition Support Program. (Source: Maria Domingos Fernandes Alves, Interview, May 2004)

District Gender Focal Points – These positions are held by either an unpaid women's group representative or a pre-existing district employee. At this time, OPE is unable to offer salaries or program funds to the District Gender Focal Points. However, these individuals develop workplans that are consistent with OPE's four national programs (see above) and include initiatives with local women's and youth groups related to trauma counseling, income-generating projects, civic education programs, widows' groups, literacy and domestic violence education activities. (Source: Maria Domingos Fernandes Alves, Interview, May 2004; Whittington 2002)

Gender Unit, Secretary of State for Labor and Solidarity – Inacia Faria, a staff member in the Social Services division of the Labor and Solidarity Secretariat, REDE Feto member and vulnerable children activist, was selected in March 2004 to head up a new one-person unit for gender mainstreaming. The gender unit has not been allocated other government funds. It does not yet have access to government labor statistics. The unit is responsible for gender mainstreaming for the four divisions of the Secretariat: Labor, Social Services, Veterans and Skills (Training). With some USAID funds, the latter division has trained women's groups and widows in value-added technologies for food and agricultural products. The Gender Unit will also serve as a bridge between female job seekers and available jobs, provide non-traditional construction-related training to women and mediate sexual harassment and equal opportunity personnel issues. (Source: Inacia Faria, Interview, May 2004)

Vulnerable Persons Unit (VPU), Police Services Directorate, Ministry of Internal Administration – This unit consists of a Dili-based National Team Leader (Maria Jose Franco Pereira Alves) and her staff (a deputy, an investigator and a secretary), as well as an officer in each of 13 Districts who takes on Vulnerable Persons duties. They focus on victims of rape, domestic violence, incest and child abuse (primarily sexual abuse of girl victims) and trafficking. UNFPA has supported some training of the VPU staff as well as police training in the 13 districts. There are not yet VPU services in East Timor's 52 sub-districts. They face a shortage of women officers, interpreters and specialists with expertise in domestic violence and child abuse. The VPU collaborates on case processing with the NGOs, FOKUPERS and ET-WAVE, as well as the Social Services Department of the Secretary of State for Labor and Solidarity. (Source: Maria Jose Franco Pereira Alves, Interview, May 2004)

Gender Equity Working Group of the Independent Electoral Commission (IEC) – This body was formed in 2001 to ensure that women fully participated in the election as voters, candidates and electoral administrators. All objectives and activities of the Voter Education and Training Unit, as well as the Public Information Unit of the IEC, included gender-sensitive timing for all training activities, materials avoiding sexist messages and images and creating texts that empower women, as well as designing and conducting special training for women's groups on electoral issues. It is unclear if this working group will be active or reactivated for the upcoming *suco* elections in 2004 (Source: Whittington 2002)

Timor-Leste has taken some important first steps towards gender equity. However, there are several significant structural barriers to gender mainstreaming by GOTL. As is the case for most government activities in Timor-Leste, there is a severe shortage of government funds available to undertake gender mainstreaming activities and programs. Accordingly, there is a heavy dependence on donor funds. In addition, the gender focal points, in ministries and in the districts, must take on gender mainstreaming duties in addition to their other responsibilities and cannot devote themselves full-time to these tasks.

C. Civil Society Organizations and Gender Issues/Women's Advancement

In Timor-Leste, there is no single lead institution working on gender and women's issues. There are several active NGOs or sub-units of these NGOs that focus primarily on gender and women's issues; there are also other organizations that address gender issues as one of several priorities or that mainstream gender in sectoral activities (e.g., Timor Aid, Oxfam, the Catholic Institute for International Relations (CIIR), etc.

- In June of 2000, over 400 delegates from all 13 districts attended the First Women's Congress of East Timor. They adopted a Platform of Action for the Advancement of Women for advocacy and formed REDE-Feto. The latter is a network of NGOs plus a few individual members who are working on gender and women's issues (see below). Recently, REDE-Feto has finished conducting a series of regional consultations that will inform the Second Women's Congress being planned for July 2004.
- The gender issues that have been dominant on the national agenda during the last five years are domestic violence and the sex-based quotas for political office. For these issues and women's legal access, there has also been collaboration among civil society organizations and sometimes government units or staff. In addition, there are two women's shelters in Timor-Leste, one in Dili and one in Ermera.
- Almost all of the gender-related research in Timor-Leste is donor-funded. There are a few East Timorese gender researchers but most of the research is being done by international researchers and consultants. To date, the East Timorese universities and individual academics have not been very active in gender-related research, policy advocacy or program activities.¹³
- Some informants mentioned that women are involved in some of the trade unions and cooperatives but written documentation on this topic is either not widely available or is non-existent.
- With respect to the business community, there are a few women members in Timor-Leste's chambers of commerce and business associations but they seldom have played an active role in association leadership.¹⁴
- The Roman Catholic Church of Timor-Leste, in addition to several other international Catholic orders (e.g., Salesians, Canossians) has formed women's and/or mothers' groups. The Catholic Institute for International Relations (CIIR) has also supported several activities related to women's economic empowerment (e.g., training in loan management, basic record-keeping, preparing project funding applications) and women's leadership (e.g., training in leadership, negotiations, campaigning and community mobilization for women's groups; coaching of women for testimony on human rights violations to the

¹³ In Timor-Leste, it appears that at the present time, a number of the more highly educated East Timorese, including former university faculty and those qualified for these academic posts, have been more attracted by positions with donor agencies or senior civil service placements.

¹⁴ Sources: David Boyce, CCT, Personal Interview, May 2004; Maria Domingas Fernandes, OPE, Personal Interview, May 2004.

Truth and Reconciliation Commission) and support for OPE's gender mainstreaming work in policy, civil service and district activities.

- There are not many women's professional organizations.

Below are descriptions of the NGOs that have taken leading roles on women's and gender issues in Timor-Leste:

*Alola Foundation*¹⁵ aims to boost the quality of life and living standards of the women of Timor-Leste. Originally established in 2001 to raise awareness about the problems of sexual and gender-based violence in Timor-Leste, it now has expanded its mission to include advocacy, economic empowerment, education and literacy, maternal and child health and humanitarian assistance. Alola works with 14 women's groups in seven outlying districts (Aileu, Baucau, Bobonaro, Ermera, Los Palos, Oecussi, Suai) plus ten non-profit partners in Dili. Their Founding Director is Kirsty Sword-Gusmao, the Australian-born First Lady of Timor-Leste. She raises awareness in Australia and elsewhere about the issues facing East Timorese women through a number of initiatives (i.e., the Women's Resource Centre, Friendship School Program, National Breastfeeding Association via a Mothers' Support Group, Friends of Alola and East Timorese craft exhibitions).

*ET-WAVE (East Timorese Women Against Violence and for Care of Children)*¹⁶ evolved from an earlier NGO named Gertak that was formed in 1998 to address sexual, domestic and military violence against women. Its founder is Olandina Maria Caeiro, a former Parliamentarian and current member of the Timor-Leste Truth and Reconciliation Commission. Their activities have included staff capacity building, small grants and livelihood training for female victims, media campaigns, advocacy for domestic violence legislation, data collection, a victims' shelter in Ermera and legal assistance.

*Fokupers*¹⁷ (*Forum Komunikasi Untuk Perempuan Loro Sae* which is Bahasa Indonesian for "East Timorese Women's Communication Forum") was founded in 1997. This NGO has four programs: 1) fundraising, 2) counselling and legal support for victims of violence, 3) advocacy (e.g., input into the proposed legislation and regulations for domestic violence, Prisoner Amnesty and police practices, gender mainstreaming for school curricula pilot activity, local leader trainings on domestic violence, publicity campaigns and studies) and 4) facilitating community dialogue and livelihood activities such as agricultural produce and handicraft marketing with women's groups in four districts with a high incidence of domestic violence (Suai, Ermera, Maliana and Liquica). They have 24 paid staff members and many volunteers.

GFFTL (Grupo Feto Foinsae Timor Lorosae or the Young Women's Group of Timor-Leste) is the women's section of the East Timor Student Solidarity Council (ETSSC). Based in Dili, most members are aged 18-30 with many recent university graduates and

¹⁵ Source: Alola website, www.alolafoundation.org

¹⁶ Source: Olandina Maria Caeiro, Interview, May 2004

¹⁷ Source: Manuela Oliveira, Interview, May 2004

students. They worked on voter registration for the referendum and continue to work on women's literacy, community organizing, and training on public speaking.

*Women's Justice Unit*¹⁸, *Justice Systems Monitoring Programme (JSMP)* was formed very recently in May 2004. It is a unit of the JSMP and builds upon earlier case tracking work done in the Dili District Courts for the report, "Women and the Formal Justice System." A three-person staff and three organizations share the secretariat functions for a new Legal Aid for Women Steering Committee. The latter is comprised of 45 organizations and individuals who are concerned about women's access to justice. In addition, the Women's Justice Unit is now working on a radio drama about victim's rights in sexual assault cases and has plans to continue court monitoring of women's cases, respond to daily events, publicize important court decisions, provide training and conduct further research.

*Men Against Violence Association*¹⁹ is the creation of twenty men from across Timor-Leste. It was formed in June 2002. Many were working for NGOs. The aims of this organization are to conduct grassroots education about gender-based violence and human rights, develop and integrate gender awareness into mainstream society, build a national network among men and women working on gender issues and provide advocacy from the government to grassroots levels. They use grassroots publicity (e.g., rallies, street theatre) and popular education workshops with men to examine gender & power relations.

OPMT (Popular Organization of Timorese Women or the Fretilin Women's Organization) Founded as the women's wing of the *Fretilin* political party in 1975, OPMT enabled women to participate in the struggle against colonialism and to fight the discrimination against East Timorese women. They operated in the clandestine resistance (e.g. armed struggle, carrying messages, treating the sick and wounded, raising funds) as well as other activities such as popular education programs in villages. The Indonesian military violently suppressed the OPMT and targeted its members for torture, rape and detention. However, Fretilin leadership was and remains dominated by men, despite women's contributions to the resistance. Currently, OPMT still operates in many areas, primarily to promote self-help livelihood activities for members.

OMT (Organizacao de Mulher Timor or Organization of Timorese Women) – The OMT, an independent NGO, was formed in 1997 as part of a reorganization of women's clandestine resistance work. Membership now includes women from several political parties and the emphasis is on women's economic activities and village ceremonial functions.

*REDE-Feto (East Timorese Women's Network)*²⁰ – Formed in 2000, this network of gender- or women-focused NGOs now includes 22 member organizations and four paid staff at the secretariat. They meet monthly or on an as needed basis for experience sharing and capacity building activities. Most work at the national level, some have sub-national affiliates, one is a district-level organization and there are also four individual members. They organized after the first Women's Congress for East Timor

¹⁸ Source: Cora True-Frost, Interview, June 2004

¹⁹ Source: www.alolafoundation.org

²⁰ Source: Laura Menezes, Interview, May 2004

in February 2002 to follow up on the recommendations of the meeting (e.g., 30% quota for women in Parliament and civil service, gender-based violence, etc.). During the past few months, they have been conducting regional congresses in preparation for a second national congress that is planned for July 13-16, 2004.

*Women's Caucus*²¹ – This group is a non-partisan entity that was formed to help increase women's political awareness and skills through workshops, meetings and other activities. They conducted candidate training and issue workshops across Timor-Leste for the 2001 elections and they deployed election observers to all 13 districts for the presidential elections. As Timor-Leste's Constitution was being developed, Women's Caucus members were active in drafting the Charter of Women's Rights, campaigning to encourage new lawmakers to address gender-related issues in the constitution and helping district representatives travel to their districts to discuss the new constitution. At their lunches and other events, the Women's Caucus regularly provides a forum where women parliamentarians (MPs) can discuss issues, forge alliances on issues of mutual concern with NGO representatives and hear guest speakers. It receives USAID funding via the International Republican Institute (IRI).

D. Donor Actions for Gender Equity and Advancing Women's Status

While the donors do not have a coordinated strategy or regular meetings to coordinate funding on gender issues in Timor-Leste, they have supported many of the major government and civil society activities discussed above.

The primary multilateral donor promoting gender issues has been the UN, in particular the United Nations Development Fund for Women (UNIFEM), UNFPA and UNICEF, as well as the former Gender Affairs Unit preceding the current OPE. Under the two UN successive missions to Timor-Leste prior to and after Independence (UNTAET and then UNMISSET), funding has been provided for a Gender Affairs Unit, gender sensitisation training for Peacekeeping Forces, Civilian Police and the Timor Lorosae Police Services and several gender mainstreaming trainings for other groups. The International Labour Organization (ILO) is supporting the development of a new labor code. With funding from the U.S. Department of Labor, ILO began the Strengthening and Improving Labour Relations in Timor-Leste (SIMPLAR) project in February 2001 to work with multiple stakeholders to establish a gender-sensitive labor relations policy and legal framework. In addition, there is a Gender Advisor for the United Nations Mission for East Timor (UNMISSET). Funding for specific United Nations gender-related initiatives usually comes from the bilateral donors. Coordinated by the UNMISSET Gender Advisor, there is an UNMISSET Inter-Agency Group on Gender that includes UN representatives from UNMISSET'S Civilian Police, Office of the Force Commander, Human Rights, Legal Office, Public Information, UNDP, UNFPA, the United Nations High Commission for Refugees (UNHCR), UNICEF, World Bank, UN Volunteers, the United Nations Office for Project Services (UNOPS), ILO and the Food and Agriculture Office (FAO).²² Both the World Bank and the Asian Development Bank have addressed mainstreamed gender issues in several of their activities.

²¹ Source: www.iri.org

²² Source: Whittington. 2002.

The bilateral donors with a strong interest in supporting gender mainstreaming and advancing women's status include: Development Cooperation of Ireland (Ireland AID), AusAID, New Zealand Consulate and the Canadian International Development Agency (CIDA). Ireland AID has taken a leadership role in supporting gender issues. They funded a 2002 study, "A Situational Analysis of Gender in Post-Conflict East Timor," the participation of several gender experts for OPE activities and the Transitional Support Program missions and several other studies. Other donors doing gender mainstreaming for their programs include the World Bank and the Asian Development Bank.

Currently, the Transitional Support Program (TSP) III, a pooled multi-donor fund, provides funds for GOTL sectoral activities with performance benchmarks based on the National Development Plan. A gender consultant on the 2004 team mission identified implementation and emerging gender mainstreaming issues for the sector-specific plans. The implementation issues include mainstreaming gender in public administration, education and health, emigrant workers program, access to justice for women and legal means to fight gender-based violence, as well as services for gender-based violence victims and perpetrators. Emerging issues identified include the promotion of a culture of equality, gender equality and public administration, reduction of the number of cases of violence against women, economic empowerment of women and legislation on land and property.

VI. STRATEGIC OBJECTIVE 1: EXPANDED EMPLOYMENT AND INCOME OPPORTUNITIES

Draft Intermediate Results

- IR 1.1: Improved policy and business environment
- IR 1.2: Improved production and marketing of selected commodities
- IR 1.3: Improved capacity and skills

A. Overview of draft SO 1:

Poverty and unemployment are potential destabilizing forces for Timor-Leste. The main problems related to pro-poor economic growth are the insecure and unpredictable climate for private sector investment, too little diversification and the weak competitiveness of the private sector, limited value-added opportunities and weak capacity and skills of both business owners and the workforce. While some immediate employment and income generating needs will continue to be addressed via short-term job creation and micro-finance activities funded by USAID's Small Grants Program, there will be other USAID activities under SO 1 that will focus on longer-term changes:

- Analytical capacity and ministerial coordination on policy reforms (e.g., land, agriculture, labor, fiscal policies, finance for micro/small/medium institutions, oil revenues) that create incentives for, and reduce constraints to, job-creating, private sector development.
- Improving the incomes of rural East Timorese through diversifying their income sources in an environmentally sustainable manner (e.g., new products, higher quality products, value-added activities, non-farm products, better market access and information).

- Strengthening the capacity and skills of a variety of actors involved in business development at all scales (e.g., civil servants in targeted GOTL units, cooperatives, business associations, entrepreneurs, farmers, workers) via different education and training formats and providers.

B. Gender Issues for SO 1

Gender issues are highly germane to any discussion about improving Timor-Leste's employment situation and the livelihoods of East Timorese households. For policy issues, there are some areas where gender analysis is of particular concern (e.g., land, natural resources financial services, collateral, energy choices, tourism, labor migration). If macro-economic, tax and transportation policies will affect women's access to resources, then gender analysis should be undertaken. A common set of gender issues apply across the three IRs for SO 1: *1) patterns of employment and unemployment by sex and age; 2) access to productive resources including financial services, land and natural resources; 3) the nature and scale of women's businesses, and 4) the business-related capacity and training constraints that are specific to women and women's groups.* For the economic policy-making process itself, there are three additional gender issues of concern: *1) the under-representation of women in economic policy-making positions below the Ministerial and Vice-Ministerial levels, 2) weaknesses in the economic analysis capacity of women's NGOs, and 3) the lack of sex-disaggregated labor data and economic studies addressing gender issues.*

*Women's labor force participation rate is half of the male rate (40 percent versus 80 percent for the economically active population, ages 15-64).*²³ Nine in ten males, ages 25-54 years, participate in the labor force but female participation rates peak after the child-bearing years. Men consistently have higher rates of economic activity than women at all ages. Just over one-third of children, ages 10-14, are economically active and this group is slightly more male than female (23,000 boys and 21,000 girls).²⁴ In 2002, women accounted for just over 50 percent of the total labor force (74 percent of the total population).²⁵ Businesses with the highest percentage of women employees include: *tais* weaving (96 %); handicrafts (92%); salt-making (68%); tailoring (65%) and bakeries (55%).²⁶ In terms of unemployment, Timor-Leste ties with Djibouti, West Bank/Gaza and Zambia for the 3rd highest unemployment rate in the world.²⁷ Women have higher unemployment rates than men (6.8 versus 4.6 percent) nationwide and in Dili and Baucau (25 percent versus 17.6 percent)²⁸. At present, there is a great need for current sex- and age-disaggregated labor data that accurately reflects men's and women's contributions to the economy.

Table 3. Labor Force Participation by Sex

	Females	Males	Data Source
Agricultural sector workforce	45%	76%	Timor-Leste Statistics

²³ Source: Timor-Leste Statistics Office. 2001.

²⁴ Source: ILO, Bureaus of Statistics. 1997.

²⁵ Source: ILO World of Work. 2002.

²⁶ Source: UNDP/ILO. 2001.

²⁷ Source: www.nationmaster.com

²⁸ Source: Timor-Leste Statistics Office. 2001.

% of total male or female pop. In labor force			Office 2001
Public Service Employment (2001), average for seven levels	21.07	78.93	ETTA 2001 Note: The percentage of women at the highest level is 28.57 and 14.19 at the lowest level.
Teachers at primary and secondary level	28.6%	72.4%	ETTA 2001

Social acceptance plays a large role in the types of work available for women and lack of qualifications determines access to technical and higher level positions. For example, a recent study in several Covalima sub-districts²⁹ indicated that it is socially unacceptable for women to participate in projects that involve infrastructure, construction (e.g., road repair, house building) and technical agricultural positions. They are not “allowed” to do so because these are considered to be “men’s work.” Women are more likely than men to work in services (e.g., wholesale trade, retail, restaurants, hotels, etc.) in all areas of Timor-Leste but particularly in Dili and Baucau. Women are more likely than men to be self-employed. Male workers are somewhat more likely to be wage employees than females (13 versus 9 percent). Men are more likely to be civil servants and dominate the higher levels of the civil service due to their higher levels of education. The few women who do attend secondary school and university are less likely to study scientific and technical topics.³⁰

Women generally have less access than men to productive resources, including financial services, land and natural resources. With respect to household finances and credit, there are no national studies that capture the variations in how finances are managed within households. Women in several subdistricts of Covalima (a mostly matrilineal area) managed household money but decisions were made in coordination and discussion with their spouses, depending on the value and quantity of items to be sold or purchased³¹. At present, credit is not widely or easily available in Timor-Leste. Micro-finance is available from six NGOs; three offer services exclusively to women. However, to date, only about six percent of the estimated total of potential microfinance clients have been serviced.³² Most of the micro-finance activities, particularly those supported by USAID, have mostly women clients and use social collateral (i.e., background checks, small group borrowing). However, those in remote areas with poor market access, often have particular difficulty repaying even small loans. With reduced access to formal employment, many women are excluded from the credit unions that have been set up to service government employees.

While there are women in matrilineal communities who now have unconditional inheritance rights,³³ the majority of women in Timor-Leste lose their rights to family land once they marry, unless they remain on their parents’ land. Inheritance and transaction rights are in flux and some women’s rights have expanded even under the

²⁹ Source: Oxfam Australia 2003

³⁰ Source: Timor-Leste Statistics Office. 2001.

³¹ Source: Oxfam Australia. 2003.

³² Source: Deloitte Touche Tohmatsu.2004.

³³ Source: Timor-Leste Land Law Program. 2004.

majority patrilocal systems. A recent opinion study found that six out of ten East Timorese favor equal land rights for men and women and this support is highest amongst men and women over 35 years of age.³⁴ However, most land disputes are still mediated and arbitrated primarily by a single male leader or small group of men.³⁵

The gender division of labor in the household and in East Timorese communities influences the nature and scale of women's businesses. The gender division of labor for agriculture is described in Section V.A. above. Men are more involved in house building, land preparation, carrying corn and rice, tending cattle and selling them and rice sales. In general, the economically related activities undertaken by rural women include: agriculture (rice and vegetables), cloth weaving (*tais*), handicraft production, sewing, selling of vegetables or cooked food at the market, small livestock production, salt and palm wine processing and sales.³⁶ Most micro-, small and medium-scaled enterprises in Timor-Leste are comprised of traders in basic lower-value commodities who add limited value.³⁷ Small-scale trading is often embedded in a web of social relations and changes are sometimes perceived as threatening those relationships. There is often a lack of diversification across the micro- and small businesses that are owned by women. This practice tends to saturate local markets. Women tend to have less access to most of the more lucrative business opportunities (i.e., construction-related) with the exception of bakeries and restaurants.³⁸

There are business-related capacity and training constraints that are specific to women and women's groups. While market access (including understanding of markets, identification of marketable products and physical access via roads and transport) is an issue for many rural households and most poor households, there are additional impediments for women. Because of lower levels of schooling and skills training, women generally have lower skills in literacy, numeracy, language (Tetum, Portuguese, English) and business management. In addition, spousal jealousy and community social norms more often restrict women than men. Lack of trust among women within some communities has also complicated the formation of micro-credit groups and group work for production and marketing.³⁹ In general, a cycle has been created in which a family's lack of economic resources and traditional beliefs limit women's access to education and this lack of education, in turn, prevents women's access to new economic opportunities.⁴⁰

In general, women are under-represented in economic policy-making positions below the Ministerial and Vice-Ministerial levels. In general, the lack of secondary and tertiary education has constrained women from obtaining senior and intermediate level civil service positions. However, a few women have been appointed to important senior

³⁴ Source: The Asia Foundation. 2004. (Note : 2002 data)

³⁵ While land tenure has been the focus of attention for gender rights groups in Timor-Leste, far less attention has been given to tree tenure, as well as fishing and coastal gleaning rights.

³⁶ Source: Oxfam Australia. 2003.

³⁷ Source: Deloitte Touche Tohmatsu. 2004.

³⁸ Source: O'Keefe, C. 2002.

³⁹ Sources: Manuela Pereira, Fokupers, Personal Interview, May 2004; Liz McMahon, CRS, Personal Interview, June 2004.

⁴⁰ Source: Oxfam Australia. 2003.

cabinet positions, Minister of State and Minister of Finance and Planning and three Vice-Minister positions.⁴¹ The three government departments with the highest percentage of female employees in 2001 were: Foreign Affairs (39 percent), Health (32 percent) and Education (29 percent).⁴²

Women's NGOs, as with many East Timorese NGOs, lack staff with the capacity to conduct or supervise economic analyses and engage in dialogue on macro-economic issues. As noted above, many of those with higher academic credentials are more likely to be working for donors rather than East Timorese NGOs or academic institutions. The issue of women's economic empowerment has been mentioned in most pre-Independence and post-Independence reports by NGOs. However, even with consultant reports, there is very little quantitative data and analysis that is sex-disaggregated. One notable exception has been analyses of *tais* production and marketing. In addition, at sub-national and community levels, women's low levels of education and macro-economic literacy have contributed to their lack of acceptance as equal decision-makers.

There is a severe lack of sex-disaggregated labor data and economic studies that address gender issues. Although there have been a plethora of donor-funded studies on Timor-Leste's economy preceding and after Independence, most of these reports (including USAID-funded ones) have neglected to talk to female informants, collect or report on sex-disaggregated information. They do not often address current gender differences in labor patterns or opportunities and constraints related to income-earning opportunities. Further, they do not generally consider the potential gender impacts of their recommendations or how to improve women's status rather than accepting and reinforcing the *status quo*. While a number of reports on the status of women or gender issues mention the need for women's economic empowerment, few have adequate statistics or provide data-driven recommendations. The GOTL has plans to collect sex-disaggregated labor and employment data but it is not yet available.

C. Gender Recommendations for SO 1 Activities and Indicators

IR 1.1: Improved policy and business environment

- Support gender analysis and public consultation with women's/gender NGOs for upcoming proposed policy/legal reforms, either through the core contractors or the Small Grant mechanism. Specific attention is needed to:
 - ensure that women do not lose existing rights to land and gain more equitable land rights under land-related laws, through activities such as reforms to titling procedures (e.g., women holding land titles in their own names) as well as women's representation as mediators and decision-makers for land dispute mechanisms such as the Land Boards,
 - identify how Timor Sea revenues can provide equitable benefits for both women and men,

⁴¹ Source: U.S. State Department. 2003

⁴² Source: ETTA. 2001.

- address the gender and social impacts of displacement from forest and park set-asides of land and women's involvement in community-based natural resource management,
 - identify gender impacts and how to enhance women's economic and social status via the upcoming 20-year plan to be done by the World Tourism Organization for UNEP),
 - ensure that alternative loan collateral requirements are available for those without land titles, including women, and that men and women have equitable opportunities for loans of any size.
 - identify safeguards that can be used to protect both male and female emigrant workers from unsafe working conditions while they are out of Timor-Leste, help their families while the workers are away and improve their investment choices for their earnings.
- For micro- and small finance, continue to target and service female client groups and link their loans to provision of training on business skills, literacy/numeracy and maternal and child health issues. (Cross-Sectoral: EG-Health Linkages)
 - Possible Indicators:
 - Numbers of women and men receiving “add-on” training
 - Changes in knowledge, attitudes and practices resulting from attending the training.
 - Diversity of businesses, by type, for male and female clients.
 - Improvements in repayment rates for female and male clients.
 - Identify gender-specific barriers to scaling up and diversifying for MSMEs owned by women and men.
 - Work with OPE to support capacity development in gender budgeting⁴³ for the GOTL staff involved in developing statistical systems for national accounts.

IR 1.2: Improved production and marketing of selected commodities

- Support gender analysis to identify the gender division of labor and gender-related impacts of specific sub-sectors (e.g., vanilla, cattle fattening, fisheries, tourism, etc.) targeted for improvements. Select a mix of options that balance income-earning opportunities for women and men and minimize negative impacts on women's access to resources. Fishing, collecting and gleaning of marine and shore products, including value-added processing (e.g., shrimp paste, sea cucumber drying, fish salting, etc.), would be one under-explored option.
- Identify new demand-driven commodities/ products/services that are not yet gender-assigned and incubate female- and male-owned businesses for these new opportunities.
 - Possible Indicators
 - Numbers of men adopting specific new opportunity.
 - Number of women adopting specific new opportunity.

⁴³ Gender budgeting refers to national or sub-national analyses that calculate both the percentages of sectoral budgets spent on the advancement of women, as well as the contributions of both women and men, via both the formal and informal economy, to economic development by sector.

- Identify gender-specific information channels to provide information on markets, sound management of fragile lands, etc. to women and men. Some channels may be appropriate for both (e.g., church); others are targeted specifically to reach women (e.g., market day information, OMT and OPMT groups, microfinance providers).
 - Possible Indicators
 - Numbers of men and women receiving information.
 - Number of men and women adopting new land management practices.
 - Numbers of trained men and women entrepreneurs who have expanded their businesses to new domestic and international markets.

IR 1.3: Improved capacity and skills

- Provide women with vocational skill training in higher-paying, non-traditional areas.
 - Possible Indicators
 - Numbers of women attending skills training.
 - Numbers of women with improved incomes one year after training.
- Integrate literacy and numeracy training into training associated with other USAID EG, DG and Health programs (e.g., microfinance, legal rights, health education). (Cross-Sectoral Linkages Activity)
 - Possible Indicators:
 - Numbers of men and women attending literacy/numeracy training.
- Reduce some of women's practical impediments to training by providing childcare, arranging convenient schedules, using local venues and bringing food. For example, rather than offering money to women for food preparation which often restricts their availability for training, training organizers should bring finger food or conduct meetings between meal times.
- To reach both men and women, work with multiple training service providers, including those that already have female clients/members (i.e., women's NGOs or NGOs working with women, women's unions or cooperatives, church groups) or who are willing to expand their outreach to women (i.e., cooperatives, unions and business associations).
 - Possible Indicators:
 - Numbers of men and women attending skills training.
 - Numbers of men and women with improved incomes one year after training.
- Whenever possible, publicize training opportunities directly to target women participants rather than relying on senior male "gatekeepers" to disseminate information to women and men.

Small Grants Program

- Across the Small Grants portfolio, support mix of activities that generate an equitable number of job opportunities for both women and men. When reviewing grant proposals, consider which jobs are socially unacceptable for women (e.g., road repair), which jobs could be opened to women with improved skills and which grants provide access to new types of jobs that are not yet tied to the gender division of labor (e.g., new crops, new value-added products, new types of businesses).
 - Possible Indicators:
 - Number and type of jobs generated for men and for women.
- Support a household study on the patterns of household expenditures and farm/non-farm investments from micro-finance loans to men and women.

VII. STRATEGIC OBJECTIVE 2: KEY FOUNDATIONS OF GOVERNANCE STRENGTHENED

Intermediate Results (as of July 2004)

IR 2.1: Improved rule of law

IR 2.2: Improved good governance practices

A. Overview of SO 2:

To strengthen the key foundations of governance and the system of checks and balances in Timor-Leste, the following activities will be undertaken:

- To improve the rule of law via: 1) strengthening the efficiency and effectiveness of the judicial branch to act as a check and balance to the executive branch; 2) improving access to the justice systems for all groups; 3) improving public information and legal education to instill public respect for, and understanding of the law; and 4) developing a sound legal framework by enhancing the capacity of legal professionals and MPs to harmonize existing and new laws, etc. and conduct meaningful public consultations with stakeholders.
- To improve good governance practices through: 1) development of local governance; 2) development of governance oversight institutions; 3) elections, legislative framework and monitoring.

B. Gender Issues for SO 2

The notion of equal rights to justice and participation in governance are enshrined in Timor-Leste's Constitution (see Table 4). These extensive protections and rights resulted from advocacy efforts by women's NGOs during the preparation phase of the Constitution, including the ten-point women's charter drafted by the Gender and Constitution Working Group and signed by more than 10,000 East Timorese from across the country. With respect to priorities of SO 2, the final Constitution includes the following elements:

Table 4. Equal Rights and the Timor-Leste Constitution

Fundamental Principles		
Citizenship	Section 3	Children of either a mother or father born in Timor-Leste are considered original citizens.
Objectives of the State	Section 6, Article J	“To promote and guarantee the effective equality of opportunities between women and men.”
Universal Suffrage	Section 7	Equal rights to periodic suffrage and other forms of political power.
Fundamental Rights, Duties, Liberties and Guarantees		
Universality and Equality	Section 16	<p>“1. All citizens are equal before the law, shall exercise the same rights and shall be subject to the same duties.</p> <p>2. No one shall be discriminated against on grounds of colour, race, marital status, gender, ethnical origin, language, social or economic status, political or ideological convictions, religion, education and physical or mental condition.”</p>
Equality between men and women	Section 17	“Women and men shall have the same rights and duties in all areas of family life and political, economic, social and cultural.
Access to Courts	Section 26	<p>“1. Access to courts is guaranteed to all for the defence of their legally protected rights and interests.</p> <p>2. Justice shall not be denied for insufficient economic means.”</p>
Right to Personal Freedom, Security and Integrity	Section 30, Section 1	“Every one has the right to personal freedom, security and integrity.”
Right to Personal Freedom, Security and Integrity	Section 30, Section 3	“Every individual who loses his or her freedom shall be immediately informed, in a clear and precise manner, of the reasons for his or her arrest or detention as well as of his or her rights, and allowed to contact a lawyer, directly or through a relative or trusted person.”
Marriage	Section 39, Article 3	“Marriage shall be based upon free consent by the parties and on terms of full equality of rights between spouses, in accordance with the law.”
Political participation	Section 46, Articles 1 & 2	<p>“1. Every citizen has the right to participation in the political life and in the public affairs of the country, either directly or through democratically elected representatives.</p> <p>2. Every citizen has the right to establish and to participate in political parties.”</p>
Right to vote	Section 47, Article 1	“Every citizen over the age of 17 has the right to vote and to be elected.”
Right to private property	Section 54, Article 1	“Every individual has the right to private property and can transfer it during his or her lifetime or on death, in accordance with the law.”
Participation by citizens in political life	Section 63, Articles 1 & 2	<p>“1. Direct and active participation by men and women in political life is a requirement of, and a fundamental instrument for consolidating the democratic system.</p> <p>2. The law shall promote equality in the exercise of civil and political rights and non-discrimination on the basis of gender for access to political positions.”</p>

As part of UNTAET's activities to prepare the East Timorese for self-government, they supported legislative analysis to ensure that gender concerns reflected international human rights standards and laws related to gender. Consequently, amendments were made to the provisions of the Transitional Rules of Criminal Procedures to enhance the ability of the justice system to ensure equal legal protection for women and men. The Gender Unit of UNTAET established a Gender and the Law Working Group that was comprised of East Timorese judges, prosecutors, public defenders, representatives of civil society organizations, government agencies and the gender focal points from Civilian Police and the Office of Legal Affairs. UNTAET Gender Affairs Unit developed a policy report on women's experiences with the criminal justice system and prisons, in collaboration with the Office of the Principal Legal Advisor, Department of Justice, Serious Crimes Unit, Civilian Police, the Human Rights Unit, the Jurists' Association, Fokupers NGO and other human rights organizations.⁴⁴

IR 2.1: Improved rule of law

The key gender issues related to the rule of law in Timor-Leste include: 1) *the Constitutional and legal framework*, 2) *the gender biases of the court system and security sectors*, 3) *the adequacy of legal services*, and 4) *the involvement of women's NGOs in advocacy activities and training on new laws*.

The justice-related equality provisions of the Constitution are impressive achievements (see Table 4). However, much work remains to translate them into enforceable laws and to educate East Timorese citizens. While the Constitutional parameters and Organic Laws for the judicial system and its players do not enshrine inequality, they are also missing specific measures such as quotas that would ensure the representation of professional women in these positions.

There are several notable sex-specific biases in the court system. Judges and lawyers are graduates of law schools in Indonesia and Portugal. Approximately one-third of judges and public defenders are women. On the Appeals Court, one of three judges is a woman (State Department 2003). There is a lower percentage of women prosecutors. In addition, Timor-Leste's decision to conduct court proceedings in Portuguese and develop its legal system in Portuguese has clear gender implications. This policy is clearly biased in favor of Portuguese speaking lawyers and judges, who are predominately older men. Most female lawyers are in the younger generation and trained in Indonesia. The Portuguese-language legal and court system will be a great challenge for the 95 percent of Timor-Leste's population, both men and women, that do not speak Portuguese. Female professionals and crime victims have often experienced negative gender stereotypes, sex-based discrimination and harassment from members of the judicial systems. Furthermore, case tracking is weak and the judicial system does not track crime cases by the sex of the victim.⁴⁵

Although the police and military have made some efforts to recruit women and there is now a VPU within the Police Services Directorate, these organizations still have a negative reputation that stems from the Indonesian occupation. They are perceived as being insensitive to women and in their treatment of sexual and domestic violence crimes against women. Most of the district VPU officers are still male. Sometimes, women's complaints of abuse are not treated seriously. In some cases, women have

⁴⁴ Source: Whittington. 2002.

⁴⁵ The NGO, JSMP, has been monitoring the Dili courts and does keep sex-disaggregated records of cases presented and case progress.

experienced sexual harassment or sexual violence at the hands of the police. Among activists who work on these issues, it is widely believed that most cases of sexual violence are still not being reported to the police. For women's cases in the court system, a high percent may be related to sexual violence.⁴⁶ In addition, in East Timorese culture, young, single female police officers continue to face harassment in community postings away from their families.

While access to legal services is particularly problematic for both poor men and women because of language, literacy, legal literacy, financial, time and transportation barriers, women face a number of sex-specific barriers. They have even lower literacy and fluency rates in Tetum and Portuguese. Sometimes, they have greater restrictions on travel away from home due to spousal resistance and the burdens of household duties. Women may also fear domestic or sexual violence. There is also sex-specific shame and stigma associated with sexual assault. Once they decide to work with police, lawyers and the court system, they must often face the gender-biased views, prejudice and sexual stereotyping of police, lawyers and judges. They may feel more comfortable with women lawyers but they are not always available for legal aid. Because they are more often among the poorest community members, returning refugee women and children from West Timor and widows are at a particular disadvantage with the formal justice system.

Women's NGOs have mobilized around specific new laws or legal reforms but are less involved in judicial system reform writ large. The proposed Domestic Violence has been the focus of considerable attention by women's NGOs. However, like other new laws, Portuguese translation issues have slowed the drafting progress. In addition, it has been difficult for advocates to provide feedback or support public dialogue/education because the legislative drafting teams have been reluctant to share draft laws. To date, there have been some legal literacy activities directed toward women with regard to their general civic rights and responsibilities but less so with regard to the provisions of new laws.

IR 2.2: Improved good governance practices

For governance issues, there are a number of important gender issues: 1) traditional socio-cultural patterns of male-dominated public decision-making, 2) newer models of political representation at the national and local levels, and 3) practical issues related to greater female participation in local governance (see Section IV.A.).

In traditional, East Timorese local-level institutions, women have played very limited roles in public decision-making and leadership positions. At the community level, specific families still hold hereditary privileges for political, ritual, administrative leadership (including ancestral lands). Most leaders (*liurai*) coming from these families are male. Sometimes, someone from outside the family can serve as *liurai* if there is no suitable male heir. Infrequently, some women from these families or others have been allowed to serve in these leadership positions or serve on a council of elders (e.g., the *Imbei* of Laklo). The other local leaders who have been tasked with more administrative duties, including resolutions of some land disputes and domestic violence

⁴⁶ Seventy-eight percent of the women-related cases in the Dili District Court, monitored by JSMP during a two-month window in 2003, were sexual violence cases (Source: JSMP 2004).

cases, are the sub-hamlet boss (*chefe de aldeia*) and hamlet boss (*chefe de suco*) and the Lian Nain (dispute arbiter). Women rarely hold these positions.

While women's considerable contributions to the liberation efforts from Portuguese colonialism and Indonesian occupation were welcomed by their communities and the political parties, many male East Timorese leaders have excluded and continue to deny leadership posts to women. Social custom, women's lack of academic qualifications or evidence of leadership skills are often cited as reasons why women are not nominated for village and district leadership positions or national elections. In addition, many women, particularly younger mothers, have a heavy workload and cannot spare the time for public meetings without additional help from their husbands or others. It is also quite common for rural women to feel intimidated about speaking out in mixed-sex public meetings. Fear of domestic violence also inhibits some women from speaking in mixed-sex groups.

In the run-up to the first national elections after Independence, considerable national and international effort went into improving the political representation of women, first in the National Council and later in the National Parliament. The women's NGOs lobbied hard for a quota of at least 30 percent women to be made mandatory for elections to the Constituent Assembly, and for a proportional system whereby political parties are required to field 30 percent women candidates (with women being listed as every third candidate from the top of the list). Although this effort failed, many other steps were taken to improve women's participation as candidates, voters and election monitors. The Gender Affairs Unit of UNTAET and UNIFEM conducted training to prepare 150 potential women candidates from all districts and political parties, including some representatives of civil society organizations.⁴⁷ Other donors also supported women's leadership trainings. The non-partisan Women's Caucus formed at this time to increase and support potential women candidates, including those registering independently, and to train grassroots women's organizations.

*There are now 23 women in an 88-seat Assembly or 26.1 percent and several women now hold high-level appointments.*⁴⁸ Timor-Leste was ranked 22nd among 183 countries by the Inter-Parliamentary Union for this accomplishment.⁴⁹ The final slate of 27 percent female candidates were all elected to the Constituent Assembly (Parliament) in 2001. However, many Parliamentarians, including women, are having difficulties because of language and party practice. While most of the oral discussions and debate in Parliament are conducted in Tetum, laws are written in Portuguese. In addition, all MPs must be loyal to their parties when voting. Women were appointed to two senior cabinet positions, Minister of State and Minister of Finance and Planning and three Vice-Minister positions, including the Advisors in charge of the Office for Human Rights and the Office for the Promotion of Equality under the Prime Minister (State Department 2003). Women represented nine percent of the appointed Cabinet ministers in 2001⁵⁰, in addition to the two women appointed to the seven-member East Timorese Reception, Truth and Reconciliation Commission. The Women's Caucus, a non-partisan group that receives USAID support via the International Republican Institute, has worked to build the political skills and confidence of female

⁴⁷ Source: Whittington. 2002.

⁴⁸ Source: U.S. State Department 2003

⁴⁹ Source: Inter-Parliamentary Union (www.ipu.org)

⁵⁰ Source: O'Keefe. 2002.

Parliamentarians, across party lines, through a regular forum and newsletter. They help forge linkages between the MPs and constituents such as women's NGOs and rural women's groups and encouraged the MPs to address gender issues. They have also provided capacity building for prospective independent and party candidates and rural women voters. The Women's Caucus has targeted political skills training in three pilot districts with low involvement of women in politics.

There is somewhat of a double standard in Timor-Leste regarding the acceptability of women in governance. Because of pride in their new democracy, many East Timorese have accepted the notion of equal rights for men and women. They have come to accept women serving in high level political or civil service professionals at the national level, assuming that they are qualified for their posts. However, even educated or respected elder women are less accepted as leaders at the more conservative, tradition-bound community level. Therefore, for the upcoming *suco* council elections, UNDP and UNIFEM (with support from the European Commission and others) will use the Program for Enhancing Rural Women's Leadership and Participation in National Building in Timor-Leste to expand women's involvement as candidates and voters. Three spots are reserved for women on these councils and include two women's seats and one of the two youth seats. Any woman can run and does not have to be on the slate of a political party to be elected.

C. Gender Recommendations for SO 2 Activities and Indicators

2.1: Improved Rule of Law

Judicial Branch Strengthening

- Support the development of gender sensitization modules related to specific legal issues for legal professionals.
- Provide assistance for the development of, and training related to an efficient and transparent sex-disaggregated case management tracking system.
- Support the institution of an Ombudsman position in the Prosecutor's Office that provides a direct line of communication on case progress for female survivors with sexual/domestic violence cases.
- Support case studies on the time required for sexual violence and domestic violence cases to be processed to advocate for expedited processing.
- Provide gender-equitable opportunities for judicial system staff training.
 - Possible Indicators
 - Numbers of male and female judicial system staff trained.

Access to Justice

- For women who do not want to work with the formal criminal justice system, identify mechanisms, such as including trained female mediators or a local support team of men and women, to help these women receive more equitable treatment under traditional law for cases related to domestic violence and land disputes.

- Use the media and training to increase women's awareness of their legal rights, including the right to counsel, and the procedures for using the criminal justice system.
 - Possible Indicators
 - Changes in women's knowledge and attitudes about legal rights and procedures.
- Support expanded and more timely access to legal services for female and child victims of crime and women accused of crimes.
 - Possible Indicators
 - Number of female crime victims receiving free/low cost legal services
 - Number of accused women (perpetrators) receiving free/low cost legal services.
- Provide support for studies that highlight cases in which the traditional justice systems, alone, or in combination with the formal justice system, have provided adequate justice for women.

Instilling Respect for and Understanding of the Law

- Provide support to the establishment of a professional association or regular activities of male and female attorneys who are interested in advocating for gender-sensitive legal reforms. Provide advocacy training to them.
 - Possible Indicators
 - Number of advocacy activities on gender and the justice system and/or legal reforms each year.
- Support educational activities on the gender dimensions of draft legislation for supportive male and female Parliamentarians.
 - Possible Indicators
 - Changes in knowledge and attitudes about options for draft legislation by male and female Parliamentarians.
- Help Legal Aid Institutions and Women's/Gender NGO partners to conduct joint trainings on new legal codes with gender dimensions.
 - Possible Indicators
 - Changes in knowledge and attitudes by male and female training participants.
- Support civic education activities (i.e., radio, popular drama, dialogues) related to accountability of representatives on the gender issues of proposed/new policies and laws.
 - Possible Indicators
 - Changes in knowledge and attitudes of male and female citizens about the importance of accountability and citizen options for working with elected representatives.
- Expand the advocacy skills of women's/gender NGOs through training.
 - Possible Indicators

- Changes in knowledge and attitudes by male and female training participants about advocacy options.
- Advocacy actions taken by training participants in the 12 months after training.

Sound Legal Framework

- Support the development of a civil society monitoring group and/or activities (e.g., annual report card and related publicity events) to track annual progress towards gender equitable implementation of the Constitution.
 - Possible Indicators
 - Increased number of Justice Sector-related policies or laws that address gender equity.
 - Increased number of GOTL institutional changes made to implement gender equity aspects of new policies or laws.
- As part of larger efforts to expand public consultation and access to information, ensure the participation of grassroots women and civil society groups working on women's and gender issues.
 - Possible Indicators
 - Number of women and men participating in public consultations on specific laws and policies.
 - Percentage of civil society participation that is represented by women's groups.
- Focus on prosecutors as a target audience for professional trainings on new gender-related laws (e.g., Domestic & Sexual Violence, Marriage), legal issues uniquely affecting women, identification and handling of domestic violence cases, sentencing alternatives for husbands guilty of domestic violence and gender sensitization.
 - Possible Indicators
 - Number of male and female prosecutors trained on gender-related law and issues.
 - Changes in knowledge and attitudes immediately after training.
 - Changes in practices six months after training.
- Support the activities of the new 45-member Women's Legal Aid Steering Committee and its Secretariat, via the Small Grants Program and/or core funds.
- When appropriate legislation (draft and final) is made available, provide funds for translation and dissemination of those laws with greater gender impacts.
 - Possible Indicators
 - Changes in knowledge about the gender dimensions of new legislation by women and men who have been targeted by legal information dissemination programs.
- To build the capacity of women's/gender NGOs to conduct gender analyses in Portuguese of new policies and laws, consider support for technical assistance partnerships with NGOs and universities from Lusophone countries with gender

expertise related to legal/policy analyses. A list of Portuguese and Brazilian women's/gender NGOs working in this area can be found in Appendix F.

- Possible Indicators
 - Improvements in the number and quality of gender analyses for new policies and laws.

2.2 : Improved Good Governance Practices

- Support equitable male/female participation for citizen dialogues on decentralization options, including separate same-sex dialogue groups.
 - Possible Indicators
 - Numbers of male and females participating in citizen dialogues on decentralization.
- Introduce and publicize new accountability mechanisms and norms to use with new *suco* council members, with special attention to inculcating the male and female youth representatives and constituents with respect for accountability.
 - Possible Indicators
 - Changes in the knowledge and attitudes about the accountability of elected officials by male and female youth representatives on the suco councils.
- Expand community-level dialogue on family issues (e.g., women's heavy workloads, health, education, nutrition, land rights and domestic violence). (Cross-Sectoral Linkages)
 - Possible Indicators
 - Number of males and females attending community dialogue meetings on family issues.
- Provide technical assistance, training and dialogue activities for new *suco* officials and their constituents to help them understand their new roles and responsibilities.
 - Possible Indicators
 - Changes in knowledge, attitudes and practices of new male and female suco officials.
- Support periodic meetings of new female *suco* officials, at the district level, so that they can exchange experiences and strategies.

VIII. SPECIAL OBJECTIVE (SpO) 3: IMPROVED MATERNAL AND CHILD HEALTH

Draft Intermediate Results⁵¹

IR 3.1: Increased capacity of communities to manage common health conditions in families.

⁵¹ At the time when this report was written, neither the Intermediate Results or Sub-Intermediate Results had been finalized.

A. Overview of draft SpO 3:

The emphasis of this Special Objective is to create an enabling climate that allows the GOTL to more effectively deliver specific types of public health assistance to the majority of the East Timorese citizens. The main focus would be maternal and child health and the secondary emphasis would be on infectious diseases such as malaria and tuberculosis. Technical assistance, training and capacity building would be used to create this enabling environment for the health sector. Assistance related to malaria and tuberculosis will be done in coordination with the Global Fund.

B. Gender Issues for SpO 3

IR 3.1: Increased capacity of communities to manage common health conditions in families.

The strategic approach described in the April 23 draft of the Health SpO emphasizes a number of outcomes that would contribute to an “increased capacity of communities to manage common health conditions in families.” With respect to formal health care providers, two of the desired outcomes include greater utilization by mothers of skilled health care providers for prenatal, delivery and newborn care and earlier utilization by fathers and mothers of health centers for the management of childhood illnesses. As a result of advice from clinics and health promotion campaigns, mothers would adopt breastfeeding and specific dietary practices that can reduce infant and child morbidity and mortality. There would be changes in the formal health care system as well, including: 1) strengthened local partnerships with NGOs, communities and government, 2) strengthened capacity of health care personnel, including midwives and district-level maternal child supervisors, and 3) improved management systems for health planning, supervision and monitoring and evaluation at the district level.

For community health management, the main gender issues involve: *1) the nature of services being offered through the formal health system, 2) the roles of women in health care provision, 3) attitudes toward the health care system, 4) differential access to information about sound health care practices, 5) gender roles within households, and 6) household decision-making about health-seeking behaviors and expenditures.*

The formal health care system has never been adequate to meet the needs of East Timorese families. This lack of services, including adequate provision of health information on reproductive health, child care and communicable diseases, is reflected in unusually high maternal mortality figures (800-840 deaths per 100,000 births), a high under-five mortality rate (125 per 1000 live births and low life expectancy (59 years for women, 56 years for men). Comparing males to females, East Timorese females have significantly lower infant mortality rates (77 versus 99 percent for males) and under five mortality rates (108 versus 142 percent for males)⁵². At all ages, the sex ratio of males to females is greater than 100 and is particularly notable over age 50 (118 men).⁵³

⁵² Sources: UNDP 2002; UNICEF 2002

⁵³ Source: UNICEF. 2003. This report suggests that the higher number of males over 50 years old can be explained by high maternal mortality and males reporting themselves to be older than they actually are.

Malnutrition, including low Body Mass Index figures indicating chronic energy deficiencies, is common for both adults and children; an estimated 35 – 45 percent of all children were undernourished in 2001.⁵⁴ In addition, mental illness has never been adequately addressed by specialized health providers in Timor-Leste and this need has expanded since many East Timorese adults and children continue to suffer the effects of trauma that they experienced during the Indonesian occupation (i.e., torture, rape, sexual abuse, forced sterilization, coerced prostitution, sexual slavery and witnessing of family/community members undergoing these situations).

Government health clinics have often been under-utilized because of mistrust, cost, location and hours. During the Indonesian occupation, women were particularly averse to using government clinics and Indonesian doctors because of Indonesia's policies on forced contraception (i.e., Depo-Provera), abortion and sterilization.⁵⁵ Instead, women went to Catholic Church clinics or went to traditional healers. Women seeking health care for themselves or their children often have the added impediment of needing permission from their husband or male head of household before they are able to use health services. Their husbands sometimes object to treatment by male health care providers, particularly for gynaecological and breast exams. Women may also not have access to the household funds needed to pay for health services or transport to these services. In addition, those who are working outside the home may be unable to use clinics with daytime-only hours. The availability of childcare, the primary domain of East Timorese women, is always an issue for women. As a result, for childbirth, only one in five births is attended by a trained professional.⁵⁶

Men and women have different professional opportunities in both the formal and informal health care systems. In the informal traditional systems, there are both male and female traditional healers and traditional birth attendants are typically women. There are male and female nurses in the formal system and most nurse midwives are women (CHECK). Unless they come from rural areas and are interested in returning to their ancestral homes, it is more difficult to recruit women nurses for remote rural positions, particularly single women who feel more vulnerable in new communities. There are almost no women in mid- and upper levels of the formal health care system and few women receive opportunities to attend trainings to improve their management skills. Health laboratory technicians are predominately male.

Men and women often have differential access to information in general and this difference is likely to extend to information about sound health care practices. As noted earlier, women are less likely than men to speak Tetum and be literate and this is particularly true for older women. Television is uncommon in rural areas and many households cannot afford the batteries for radios. For the latter, many East Timorese still listen to Indonesian stations.⁵⁷ Women are much less involved in local government and rarely hold local office or traditional leadership positions. While there are some community-based women's groups in rural areas, many of these groups do not appear to meet regularly. For micro-finance activities with women, it has been difficult in many

⁵⁴ Source : AusAid 2001.

⁵⁵ Source: Exposto, E. 1995.

⁵⁶ Source: UNFPA-East Timor. (www.unfpa.org)

⁵⁷ Source: Olandina Maria Caeiro, ET-WAVE, Personal Interview, May 2004.

areas to form groups larger than three due to a lack of trust among women within communities and other NGOs have had problems motivating larger women's groups⁵⁸. Both women and men commonly attend market and church services. It appears that rural men have more opportunities than women to travel to larger towns for work or recreational purposes and to learn new information in this manner. In addition, women and men (and male and female youth) may respond to different types of health messages and formative research can provide information on how to tailor messages by sex and age.

Men and women from the same households may have similar or different levels of knowledge about the linkages between behavior and health. For example, almost half of the male and female focus group participants in a Covalima study did not view pregnancy as a health risk for women.⁵⁹ Pregnancy was seen as a duty rather than a choice. The greater risk for a woman was to lose her husband by not becoming pregnant. These participants also did not see strong links between a women's general health and maternal mortality. Interestingly, men are seen as responsible for a women's diet during pregnancy and her malnourishment is seen as his failure to fulfil his duty. With difficult economic times, women and men cannot always improve a woman's nutrition during pregnancy, even if they know that it is better to do so. For HIV/AIDS, only 16 percent of East Timorese women (ages 15-49), have heard of HIV/AIDS but almost all have insufficient knowledge about prevention.⁶⁰

Within households in Timor-Leste, particularly rural households, sexual division of labor is uneven and women are particularly constrained by time shortages and gender role expectations. Women are traditionally responsible for most of the housework, food preparation and childcare duties, even when they are involved in agricultural and other income-earning activities. Families are large but more often nuclear than extended. Accordingly, health care facilities and health promotion activities must be offered at times and in ways that address the heavy household responsibilities of women (e.g., short time frames, convenient times, providing food for the female participant and her family, etc.).

Because of traditional gender roles, women's decision-making about health care choices and expenditures is seldom independent of her husband's wishes. Both East Timorese and Catholic culture promote the notion of filial obedience for women. Domestic violence is common and accepted. Divorce is uncommon. Few women have independent income. Therefore, it is important for health programs, even those for mothers and children, to include male partners, husbands and family members in activities and decision-making and to make health facilities conducive to male participation.

IR 3.2: Communicable Diseases

The mission intends to focus on "improved capacity of health service personnel for testing and implementing national treatment protocols for malaria and tuberculosis." Activities highlighted for this Intermediate Result are laboratory technician training for

⁵⁸ Sources: Liz McMahon, CRS, Personal Interview, June 2004; Manuela Pereira, FOKUPERS, Personal Interview, May 2004.

⁵⁹ Source: Oxfam Australia. 2003.

⁶⁰ Source: UNICEF. 2003.

malaria analysis, operationalizing national treatment protocols and policies for malaria management. Part of malaria management may include the promotion of insecticide-impregnated bed nets.

For malaria and tuberculosis, the main gender issues include: *1) lack of gender-equitable opportunities for training of technicians and professionals involved in malaria management; 2) potential gender-specific stigma and health issues related to tuberculosis infection, 3) the extra burden borne by women for care of household members with malaria, 4) links between malaria and anemia for mothers and 5) links between health products and income generation.*

Women in Timor-Leste typically have had fewer professional opportunities for training and advancement. As noted above, there are few women in health management and fewer women than men in professions requiring science backgrounds and women are under-represented in these academic fields. Many women are less likely than men to have the language skills for overseas academic or professional training.

In other parts of the world, women and men infected with tuberculosis face different types of social stigma and health issues related to tuberculosis infection. Infected women have higher prospects of in-law and spousal harassment and divorce or reduced chances to marry. If pulmonary tuberculosis spreads to a woman's genital area, she has much greater risk of becoming infertile and then divorced by her spouse. In general, women have more delayed diagnosis than men and her condition poses a greater risk to herself during pregnancy and her baby's health. Men face fewer stigmas but often have a more difficult time obtaining regular treatment due to inconvenient clinic hours.⁶¹

Malaria, as with HIV/AIDS and other diseases, typically imposes greater care burdens on women than on men. In general, women have primary responsibility for the care of their family members during illnesses. They are likely to be the first family member to recognize disease symptoms and initiate early treatment.

There are particular health risks for women associated with malaria. During and after pregnancy, malaria can pose a high risk for anemic women. However, even if women with anemia or childbirth-related hemorrhaging are treated with infusions, they are put at greater risk if the blood banking system does not have the ability to test blood for HIV or other communicable diseases.

There are too few pro-poor links between the sale of health products and income generation for women's groups or small enterprises in Timor-Leste. Women's micro-finance groups and women's NGOs are always seeking new business opportunities. Elsewhere, preparation and sales of insecticide-treated bed nets or condoms have provided income-earning opportunities. In addition, rotating credit groups have made it possible for women in other countries to afford nets for their families.

C. Gender Recommendations for SpO 3 Activities & Indicators

IR 3.1 - Increased capacity of communities to manage common health conditions in families.

⁶¹ Source: World Health Organization. 2002. Gender and tuberculosis. Gender and Health Series. www.who.org.

- Increase male involvement in the health diagnosis and care of their wives and children. Build upon social norms for men, including men being responsible for the nutrition of their wives during pregnancy.
 - Possible Indicators
 - Number of community men and women trained in identification of symptoms of common health conditions and care steps recommended.
- Provide health/reproductive health information and training to non-parental health caretakers of East Timorese children, including in-laws, relatives and siblings, both male and female.
- Expand existing efforts by East Timorese men, particularly young men and sympathetic male leaders, to use peer education approaches to prevent and address domestic and sexual violence. These programs could include discussion about masculinity, *barlaque* customs, ideas about discipline and sexuality.
 - Possible Indicators
 - Changes in male knowledge, attitudes and behaviors related to domestic and sexual violence.
- Introduce the possibility of choice for women to involve their partners in reproductive and sexual health counseling, service delivery and treatment.
 - Possible Indicators
 - Number of male partners being included in sexual health counseling, service delivery and treatment of women.
- Address the reproductive health needs of men and adolescent boys through peer, outreach and clinic-based programs.
 - Possible Indicators
 - Changes in reproductive health knowledge, attitudes and practices of men and adolescent boys in targeted communities.
- Sensitize health care professionals about the reproductive health needs of men and the positive role that men can play in the health of women and children. It will be important to address life cycle differences among men and how this influences their attitudes and behavior.
 - Possible Indicators
 - Changes in knowledge and attitudes of health care professionals regarding the roles of men in family health.
- Address special attention to anemia-malaria issues in maternal care programs.
- Work with communities to identify community-level strategies for addressing pregnancy-related emergencies, including tapping the expertise and resources of traditional mid-wives, alternative medicine practitioners and transportation providers.
 - Possible Indicators

- Reduced annual number of maternal deaths in communities with community-level strategies for pregnancy-related emergencies.

IR 3.2 - More effective disease control.

- Provide gender-equitable opportunities for training of technicians and professionals involved in malaria management. These efforts could include more on-the-job training so that women who are responsible for household duties will be able to attend.
 - Possible Indicators
 - Number of male and female technicians and health professionals participating in training related to malaria management.
- Use formative research and media campaigns to identify and address the gender-specific stigma issues that may be associated with tuberculosis and other communicable diseases, including HIV/AIDS.
 - Possible Indicators
 - Changes in knowledge and attitudes of males and females, including youth and youth leaders, about victims of communicable diseases.
- Involve women's NGOs and microfinance NGOs in plans for producing and selling insecticide-treated bednets and work with women's microfinance groups for the sale of nets to members and others in their communities. Education in reproductive health and communicable disease prevention and treatment could be included in these activities. (Cross-Sectoral Linkage)
 - Possible Indicators
 - Number of community-based women's groups involved in producing and selling treated bednets.
 - Number of community-based women's group members purchasing treated bednets.
 - Changes in knowledge, attitudes and practices related to health training by members of the community-based women's groups.

Small Grant Program

- Support studies on how health and reproductive health-seeking behavior and decision-making varies for men and women, by age/life cycle, economic level and location.

IX. SMALL GRANTS PROGRAM (SGP): GENDER FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

A. Gender Issues for Small Grant Program

- From December 2001 to May 2004, USAID awarded \$9.1 million dollars in small grants through its contractor, Development Alternatives, Inc. (DAI). Local institutions can only qualify for in-kind support or direct staff salary/consultant payments; international NGOs meeting USAID audit requirements can receive cash.

- Just over 14 percent (\$1,304,959) of this funding was spent on 26 grants that focused either on women's/gender issues or used a gender mainstreaming approach to a study or economic activity.
- The majority of funds (about 55 percent) was spent on micro-credit activities aimed at women clients. Just under 22 percent was spent on other activities focused on women clients (e.g., women's centers and groups) and another 22 percent was spent on gender mainstreamed activities (i.e., trafficking study, fishing and processing activities for men and women in a village). The remaining funds (about one percent) were spent on the efforts of a new organization of men working against violence.
- All grants have been coded for a database; some grants have been assigned a "gender" code based on the content of the proposal.
- Typically, a grant will be awarded after several discussions with the DAI grant officer. The applicants can submit a proposal or can be helped to do so by the grant officer. There is a standard application form. Most DG grants include estimates and/or discussion of the number of male and female beneficiaries. However, it appears that not all EG proposals include this information.
- During this period of discussion and at the time of award, the DAI grant officer can influence and require specific conditions for the usage of the grant. For example, the grant officer and applicants could discuss the criteria to be used when awarding micro-finance loans to women applicants.
- Once the grant has been awarded, the grant officers will try to conduct at least one monitoring visit and a final visit. Grants of very short duration will only receive one follow-up visit or communication.
- The grantees are expected to deliver a short final report but do not always do so, particularly those with weak capacity in report-writing. Some reports are missing and sometimes, the grant officer writes the report after a verbal conversation with the grantee.
- There have been a number of studies supported by the SGP and the Mission. Most have not addressed gender issues, as a focus or as part of a larger discussion of a more general issue. These problems are described in Section XI.

B. Gender Recommendations for Small Grant Activities and Indicators

For Each Grant:

- All grantees should be required to identify the estimated number of male and female beneficiaries (or the number of women's/gender issues groups participating as a percentage of the total number of civil society organizations participating).
- In addition, grant applicants should be required to address, in short narrative form, the specific measures that they will take to ensure that both women and men participate in grant-funded activities and/or will receive benefits related to the grant.
- As part of setting conditions for how the grant will be used, the grant officer should identify how the applicant can improve gender mainstreaming. The grant officer can

and should work with grant applicants to find ways to modify their structures so that they are more gender-equitable, and benefit a broader cross-section of clients. S/he should reject proposals that reinforce negative or constraining sex-based stereotypes and encourage proposals that expand women's non-traditional and more lucrative economic options. When study tours or training are proposed, the grant officer should require that participation be gender-balanced, as often as possible, as a condition of the grant.

- During grant monitoring, the grant officer should include gender mainstreaming as one monitoring criteria and suggest corrective measures or resources to correct problems (e.g. low attendance of women at trainings, negative impacts on women resulting from specific grant-funded activities).
- When considering proposed studies, make sure that female informants are included and topic-specific gender issues are discussed in the final funded proposal and in the final report.
- Look for opportunities to support more innovative gender approaches (e.g., men working against violence, husband and wives interacting with reproductive health services and trainings, expanding women's participation in more lucrative and non-tradition income-generating activities, etc.
- Encourage the Micro-finance Working Group to collect and report on sex-disaggregated information for at least some of their nine indicators (e.g., number of male/female borrowers and average loan amount by sex, repayment rates by sex and loan size, savings rates by sex).

For the Overall Grant Portfolio (for each SO area and the total portfolio):

- Do periodic reviews of the sectoral grants and the total portfolio to determine the percentage of grants that are female-focused, male-focused and mixed beneficiaries. If too many grants do not have any or very few female beneficiaries, adjust the portfolio through grant conditions and monitoring, as well as pro-actively seeking out grantees that take more gender-balanced approaches.
- Consider providing training for the larger grantees who do not understand how to do gender mainstreaming.
- Seek out grant opportunities to support key areas of gender research needed. Consider set-aside funds for this type of research.

Possibilities for Gender-Related Small Grants during FY04 and FY05

- In-kind support for an additional women's shelter being planned by ET-WAVE.
- In-kind support for the Secretariat of the Women's Legal Aid Steering Committee.
- More radio dramas and community theater activities related to gender issues.
- Advocacy skills for women's NGOs working at the national level (e.g., REDE-Feto member groups).

- Options for *tais* weavers to grow mulberry trees, process silk and use it to weave new types of *tais*.
- Support for a gender specialist for the next version of the Timor Poverty Assessment being planned for next year.
- Support for a gender specialist or gender inputs into the Scope of Work for the upcoming UNDP-World Tourism Organization mission to develop a 20-year Tourism Plan (Fall 2004).
- Case studies of success stories of when female survivors of domestic violence have been satisfied with the results of cooperation between the VPU and *chefe do sucos*.
- Analyses of the gender-related impacts of different options for migrant worker schemes and how to minimize negative impacts on women and their families.
- Support to conduct a study and carry out a dialogue process on how the Timor Sea revenues can be used to improve women's status in Timor society and how these decisions can be made more transparent.
- Ethnographic and demand-side studies on skilled birth attendants.
- Study of health-seeking behavior of women and men, by age and location.
- Study of masculinity issues for Timor-Leste to better understand how to increase male support for a more gender-equitable society and change social norms regarding domestic violence.
- Study of the process of how the Domestic Violence Law was initiated and the course of its progress to highlight current East Timorese gender attitudes, language and legal system issues and the role of public consultation.
- Study of the impacts of microfinance loans on household income and expenditure patterns and changes in women's status.

X. NEXT STEPS FOR USAID/TIMOR-LESTE

This gender assessment represents USAID/Timor-Leste's first comprehensive effort to discuss and address gender issues across current and proposed USAID activities. It follows the recent decision to ask one DG FSN with gender experience (Ms. Maria Isabel Ximenes), to take on responsibilities for gender issues. In the past, some staff members have paid attention to gender issues in their programming but there has been no gender training provided and no portfolio or all-Mission attention to gender. This situation is not surprising given the urgent demands of Timor-Leste's democratic transition, the lack of gender training that has been available for East Timorese staff in the past, and the relatively small number of staff working in the Mission.

There is a need for gender-related capacity building for USAID Mission staff and partners:

- The appointed WID Officer would like to augment her prior work experience and brief training in gender. In terms of networking and on-the-job training, she would benefit from contact with other Mission WID Officers and gender advisors from other donors in Timor-Leste. In addition, there may be short-term regional gender training (e.g., Bangkok or elsewhere) that would help her to better assist gender mainstreaming by the Mission.
- Other mission staff, including the DAI Team, would benefit from training in gender issues and mainstreaming approaches. A group training could address general issues related to gender stereotyping and working within conservative, religious cultures; team-specific training could help staff to better understand how to adapt their specific project design, management and implementation strategies to ensure that both men and women benefit from development assistance. Ideally, this training would take place before or while Mission staff are developing Activity Designs for the newly approved Country Strategy.
- There is a wide range of understanding about gender issues and mainstreaming among current Mission partners. Therefore, it would be helpful to provide a combination of group training (Level I and Level II) for general gender issues, as well as partner-specific technical assistance to tackle gender mainstreaming for particular programs. There are partners, particularly in the DG portfolio, who have a strong understanding of gender issues and their expertise and training abilities could be tapped for the Level I training.

While it is helpful to have a Mission WID Officer, gender mainstreaming is everyone's responsibility:

- The Mission may want to consider forming a small Mission Gender Committee comprised of one representative from each of the three teams (including the current WID Officer), as well as the Senior Program Officer (a U.S. Private Services Contractor). This committee would meet at least monthly (perhaps more often during the upcoming Activity Design phase) to provide feedback on Mission work and plan seminars and other activities to upgrade Mission staff skills in gender mainstreaming. When appropriate, other members of the Mission Gender Committee should be encouraged to attend key gender events and trainings held in Timor-Leste.
- Gender mainstreaming expertise should be included on FSN and PSC job announcements for Mission staff openings.
- Gender mainstreaming activities should be part of the performance evaluation criteria for Mission staff.
- Each year, the Mission may want to convene an annual meeting of Mission staff and partners to discuss progress and share strategies for gender mainstreaming.

Gender mainstreaming needs to become a routine part of the work of Mission project managers and partner staff:

- Once the Country Strategy is approved, Mission staff will begin to develop Activity Designs and related Approval Documents. The ADS requires inclusion of specific approaches and activities related to gender mainstreaming in these documents
- As the RFAs/RFPs are being developed, Mission staff have the opportunity to signal prospective partners that the Mission takes gender issues seriously by using standardized and tailored language about gender mainstreaming. The RFAs and RFPs should ask for proposals that demonstrate an understanding of the substantive gender issues (e.g., gender and local governance), consortia that include gender experts and an in-country team that includes professionals with some gender mainstreaming experience and/or expertise. These criteria should be in the narrative and quantitative criteria sections of the RFAs/RFPs.
- Once the project contracts and grants are awarded, the Mission project officer should ask that the required detailed workplan include attention to gender issues throughout, rather than a meaningless statement of general intentions to address gender. It is the Mission's responsibility to monitor if gender is being addressed during the life of the project and gender-related reviews should take place no less than annually. Gender should be routinely discussed at quarterly and annual meetings for projects.
- For any consultant reports from Temporary Duties (TDYs) to USAID/Timor-Leste, the mission should include standard language in the Scopes of Work that request discussion of the key gender issues for the TDY topic. It is the Mission project officer's responsibility to ensure that consultants follow through and include a meaningful discussion of gender issues in their deliverables.
- For consultant reports and other studies funded via USAID projects, the Scope of Work is critical for ensuring that gender issues will be adequately addressed in the sampling, analysis and discussion of findings. Specifically, Mission project officer and partner supervisors should specify that both men and women be sampled in fairly equal numbers for most topics of social, political and economic research. Many researchers are either completely ignoring female informants or grossly under-sampling them. But the problem also stems from deciding that the only valid informants for a given topic are certain types of government or administrative officials who are nearly entirely men (e.g., local officials). There are studies that have collected data from men and women but either not presented the findings in a sex-disaggregated manner or not done cross-tabular analysis to understand how sex and other key variables (age, location, etc.) influence the findings (e.g., opinion polls).

Both the Mission staff and partners are often involved in the planning of trainings. Other donors have learned a number of valuable lessons about how to reduce the practical impediments that constrain rural women's participation in trainings.⁶²

⁶² Source: Oxfam. 2003.

- It is helpful to gain support from local leaders for all trainings and their support is particularly helpful when trying to ensure gender-equitable participation for trainings and conducting women-only trainings. Sometimes these individuals themselves are the barriers to gender-equitable participation.
- Rural women, particularly those with young children, are much more likely to attend a training held in their own village because of their heavy workloads, issues with their husbands, fear of domestic violence, and transport problems.
- When possible, relieve women of some of their daily responsibilities by providing cooked food for their families and childcare during the training.
- Most women cannot attend full-day or multi-week training outside their villages. It is better to plan in-village, shorter trainings over longer periods.
- Women are very busy but some seasons and particular days of the week and times of day are more convenient than others for training (i.e., it is best to ask women about these times when planning a training). These times may be the same or different for men.
- Because of low literacy, numeracy and limited use of Tetum by many women, the training pedagogy should include more visual and participatory learning methodologies and materials including role playing, music, drawing, storytelling, mapping, posters, comic books, videos and color flipcharts. Training should be done in local languages but training of local trainers may be possible in Tetum. Women trainers and translators may be more appropriate for women-only training and sensitive topics.

USAID/Timor-Leste should tap the expertise of other donors and their partners for lessons about gender mainstreaming.

- Apart from the regular gender meeting convened for the UN Agencies and the International Finance Institutions, there is no regular opportunity for donors to share their experience and expertise with each other. It would be helpful if USAID/Timor-Leste could take the lead in convening a meeting or seminar series for donors on gender mainstreaming lessons learned and best practices.
- The gender mainstreaming plans for the Sectoral Investment Programs would be a good starting place for broader donor-to-donor substantive and operational discussions.
- If non-donors are included, then it may be appropriate to develop some capacity at one of the universities for this type of activity, in cooperation with OPE and REDE-Feto.

SCOPE OF WORK FOR GENDER ASSESSMENT: Integrating Gender into USAID/Timor-Leste, FY 2005-2009 Strategy

BACKGROUND

Under the new proposed strategy, the Mission has two Strategic Objectives and one Special Objective: Expanded employment and Increased Incomes; Good Governance; and Basic Health Services.

The Mission's Concept Paper, approved in Washington on March 26, 2003, proposes a close alignment between the USAID program and the Government of Timor-Leste (GOTL) *National Development Plan* and US foreign policy. The organizing principle of USAID/Timor-Leste's new strategy is to support Timor-Leste efforts to achieve sustainable poverty reduction through expanded employment and increased income opportunities with program emphasis on improving the enabling environment for trade, investment, economic diversification; good governance with an emphasis on rule of law and local government; and basic health services focusing on child health integrated with family planning.

The Automated Directives System (ADS) 201 requires that a mission Strategy must reflect attention to gender concerns. Unlike other technical analyses, gender is not a separate topic to be analyzed and reported on in isolation. Instead, USAID's gender mainstreaming approach requires that appropriate gender analysis be applied to the range of technical issues that are considered in the development of the Mission's Strategic Plan and activities. Analytical work performed in the planning and development of Results Frameworks should address at least two questions: (1) how will gender relations affect the achievement of sustainable results; and (2) how will proposed results affect the relative status of women. Addressing these questions involves taking into account not only the different roles of men and women, but also the relationship and balance between them and the institutional structures that support them.

PURPOSE OF WORK

The purpose of this Statement of Work is to provide a written analysis of the gender components of USAID/Timor-Leste's program and give specific recommendations on greater integration of gender in the development of the Performance Management Plan.

TASKS

The primary tasks of the consultants are to:

- A. **Conduct a Gender Assessment of the Current Situation:** The consultants will examine USAID/Timor-Leste's proposed development program, outlining the areas in which gender relations affect program results and the status of women and men. The assessment will include a review of the extent to which gender considerations are integrated into Timor-Leste's institutional, legal and regulatory environment, and it will identify key governmental agencies, NGOs, and other donor organizations that are active in the arena of gender issues in development.
- B. **Develop Recommendations for Integrating Gender.** The consultants will identify technical areas in the Mission program where gender is likely to be a factor in the strategy and activity design, and will present recommendations for methods and actions for gender integration throughout the program cycle in compliance with

ADS requirements. The report will specifically include recommendations on gender-based indicators, data collection and analysis, and other relevant information required for the development of the Performance Management Plan.

- C. **Gender Briefings.** The consultants will organize and facilitate one or two sessions of one to two hours each for Mission staff and implementing partners. Topics for the sessions will include but not be limited to: a background to the Agency ADS guidelines on gender integration; why integrating gender leads to more effective results; and a summary of findings and recommendations.

METHODOLOGY

1. Prior to beginning field research, the consultants will review documents forwarded to them by DevTech from the ANE Bureau, USAID/Timor-Leste, etc. Documents will include Agency and Mission policy and planning documents, such as the current Strategic Plan, Washington approved Concept Paper, strategic planning documents developed to date, and Congressional Budget Justification/Annual Report; background information on gender issues in Timor-Leste; other in-country data; and gender assessments and gender action plans from other countries or regions, which can be used as a reference source by the consultant.
2. In carrying out the data collection phase, the consultants shall interview the following people/organizations and collect related information:
 - A sample of USAID implementers, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
 - A sample of USAID-funded NGOs, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
 - Major donors or other international organizations which have important gender programs in Timor-Leste, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
 - A sample of Government of Timor-Leste's representatives, as identified by the Mission* (in order to facilitate appointments), and approved by the Mission.
 - Other people and organizations that may be identified by the consultants in consultation with the Mission*.

* It is intended that these meeting be a consultative rather than a directed process.
3. All work will use the gender approach of the newly revised USAID Strategic Plan and other USAID guidelines on gender integration and analysis (e.g. ADS 200).

DELIVERABLES

The final report, a Gender Analysis, will include a set of recommendations for the program activity design and PMP development. The final report shall not exceed 40 pages.

Gender Analysis:

The Gender Analysis will use the data from interviews and secondary sources to assess the appropriate technical areas for gender emphasis and make recommendations for future actions for gender integration in USAID/Timor-Leste's program. The document may also be the basis for further technical assistance provided by USAID/Washington.

- The Consultant will provide a debriefing to the Mission including preliminary recommendations in a presentation format (e.g. PowerPoint, handouts). The Mission will provide initial oral comments and/or written comments within five working days.
- A draft Gender Analysis, incorporating Mission input shall be submitted to the Mission in electronic format. The Mission shall provide written comments electronically within five working days of receipt of the draft.
- The Final Gender Analysis will be submitted to the Mission within five working days after receiving comments on the draft.

Input for Activity Design and PMP Development:

The Gender Analysis will be used as the basis for the Consultant to make recommendations for the development of the Performance Management Plan.

ESTIMATED LEVEL OF EFFORT

The team will be made up of one Consultant and one USAID Timor-Leste FSN. The consultant will be authorized up to three days for preparation beforehand, eleven days for field research, twelve days to complete the draft report, and up to three days to finalize the report based on Mission comments. A six-day workweek is authorized. Total level of effort for the Consultant is estimated at 29 work days, excluding travel.

Timeframe:

- Preparation phase will be completed **19-21 May 2004**
- Field Research phase will be conducted **24 May-5 June 2004**
- Draft Gender Analysis will be submitted by **28 June 2004**
Final Report submission will be within five working days of receipt of comment from Mission or no later than **12 July 2004**

PERFORMANCE PERIOD

Due to a projected shortage of Dili program staff availability, it is anticipated that the in-country portion of this work will occur between the dates of 24 May to 5 June 2004.

TRAVEL AND PER DIEM

A maximum of two weeks in-country per diem for the Consultant as per FAM. The Consultant will provide for transportation in country and other field related costs (e.g. rental office space, interpreters).

REPORTING REQUIREMENTS

The Consultant will work closely with the USAID/Timor-Leste Mission. The Mission Program Officer will provide oversight while the team is in country. Entry and exit meetings of the team with the Mission's Program Coordinator for Timor-Leste, and others in the Mission management as appropriate, and will be organized on a time available basis and as necessary. All technical assistance (TA) deliverables will be provided to the Mission for comment

CONSULTANT'S MEETING SCHEDULE

Date	Meetings
May 23, Sunday	Christian Children's Fund <ul style="list-style-type: none"> Nicholas Gnanathurai, Microfinance & Enterprise Development
May 24, Monday	Nicole Seibel, USAID DG Team Leader <ul style="list-style-type: none"> USAID Staff meeting USAID EG S.O. Team meeting <ul style="list-style-type: none"> Kimberly Jones, Angela, Candido, Osorio Correia, Nick Hobgood, Erica Kierwin, Fernando da Silva, Joao Noronha ET-WAVE (E. Timorese Women Against Violence and for Children Care) <ul style="list-style-type: none"> Olandina Maria Caeiro, Director
May 25, Tuesday	Vulnerable Persons Unit <ul style="list-style-type: none"> E. Timor Police Dept. <ul style="list-style-type: none"> Maria Jose Franco Pereira Alves (Mize) (National Team Leader) Office for the Promotion of Equality, Govt. of TL, Domestic Violence team <ul style="list-style-type: none"> Ainsling Swaine (UNFPA) Idelta Rodriguez Maria Filomena de Fatima Maia Rede Feto Foundation <ul style="list-style-type: none"> Laura Menezes Lopes, Director Antonita Maia, Program Asst.
May 26, Wednesday	Donor Roundtable <ul style="list-style-type: none"> Carol Hannon, Charge d'Affairs, Development Cooperation Ireland Peter Guinness, Consul-General, New Zealand Consulate-General Cynthia Burton, Counsellor, Australian Agency for International Development (AusAid) Janne Niemi, UNDP Programme Officer for Poverty Reduction & Community Office for the Promotion of Equality <ul style="list-style-type: none"> Maria Domingos Fernández Alves (Micato), Dir. Mize, Office Manager Ainsling Swaine, UNFPA The Asia Foundation <ul style="list-style-type: none"> Katherine (Kim) Hunter, Country Representative
	USAID EG Partners Meeting <ul style="list-style-type: none"> USAID staff – Kimberly Jones, Angela Rodrigues, Candido da Conceicao Univ. of Hawaii – Robert Alexander, Economic Advisor ARD – Edwin Urresta (Chief of Party), Carrie Conway (Sr. Project Manager) CCT – David Boyce, Enterprise Development Advisor Nathan & Assoc. – Jose Goncalves, Investment Advisor
May 27, Thursday	U.S. Ambassador Grover Joseph Rees <ul style="list-style-type: none"> Alola Foundation <ul style="list-style-type: none"> Alita Verdial, Coordinator, National Women's Resource Center Marcia Ball, AusAid Consultant UNIFEM <ul style="list-style-type: none"> Milena Pires National Statistics <ul style="list-style-type: none"> Alan Harbrow (Project Coordinator, Timor-Leste 2004 Census)
May 28, Friday	USAID DG Partners Meeting <ul style="list-style-type: none"> Fondation Hironnelle, Greg Kintz (Advisor) NDI, Karen Polglaze (Sr. Program Director) Columbia University, Rebecca Engel IRI, Richard Smotkin (Resident Program Officer) INTERNEWS, Jo Roper USF, Warren Wright (Program Manager) The Asia Foundation, Dionisio Soares CRS, Richard Holloway, Pedro Belo Dr. Charles Oliver, USAID/E. Timor, Senior Program Officer & Health Specialist Café Timor Cooperative (CCT) <ul style="list-style-type: none"> David Boyce, Enterprise Development Advisor

May 31, Monday	Fokupers <ul style="list-style-type: none"> Manuela Leong Pereira, Director
	Secretariat of State for Labor & Solidarity –Gender Unit <ul style="list-style-type: none"> Inacia Faria, Head of Gender Unit
	Oxfam-Australia <ul style="list-style-type: none"> Sebastiana Pereira Bobo (Gender Resource Officer)
June 1, Tuesday	USAID DG SO Team – Nicole Seibel, Sidonio, Isabel Ximenes
	Judicial Systems Monitoring Program – Women’s Justice Unit <ul style="list-style-type: none"> Cora True-Frost (Coordinator - leaving 6/5; replacement is Sophia Cason)
	DAI Small Grants Program Team <ul style="list-style-type: none"> Nicholas Hobgood (COP) Expedito Belo Osorio Correia
June 2, Wednesday	Ministry of Health <ul style="list-style-type: none"> Erling Larsson (Sr. Advisor MOH/UNMISSET)
	OMT – Manatuto <ul style="list-style-type: none"> Veronica da Costa (Secretary)
	UNICEF Reception <ul style="list-style-type: none"> Johanna Erickson Takyo, Child Protection Officer Vathinee Jitjaturunt, Representative
June 3, Thursday	CRS <ul style="list-style-type: none"> Liz McMahon, Program Manager (Microcredit)
	TDY Health Team + Charles Oliver <ul style="list-style-type: none"> Lucy Mize Adam Slote
	USAID EG SO Team – Kimberly, Angela, Candido
June 4, Friday	National Democratic Institute <ul style="list-style-type: none"> Thabisili (Thabi) Mngadi, Resident Representative Karen Polglaze, Senior Program Director
	Mission Debriefing

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GENDER COMMENTS ON DRAFT HEALTH SpO (4/23/04 Draft)

Background Section

- Include male/female statistics in the opening paragraph and discuss relevant gender differences. Some of the statistics could also go in a text box.

Development Hypothesis Section

- Specify that although maternal and child health is being emphasized, the program activities will include activities aimed at fathers and male youths.

Narrative Description of the Development Hypothesis

- Demand creation (pages 2-3) – Indicate that studies in the areas of health seeking behavior will need to include information that is disaggregated by sex, age and education level to determine differences and appropriate strategies. Studies on decision-making within the family and community should address how women’s decisions on health care are influenced by males. Willingness to pay studies should determine whether or not women’s or men’s income is more often used to pay health expenses.
- Health promotion messages and actions (p. 3) – indicate that males and females may respond differently to messages, may use different communication channels and may have differing language skills (local languages vs. Tetun). Accordingly, formative research, disaggregated by gender and age and location, should be proposed to be used as a basis for health promotion messages and actions.
- Community and family participation (p. 3-4) – leave as is.
- Partnerships – consider adding the USAID-financed organizations that run women’s micro-finance groups throughout the country as potential partners (e.g., CRS, CARE, CCF, etc.).
- Human resource capacity - increase the management skills of women who are health care professionals, including nurses and midwives (e.g., using study tours, trainings, language classes, etc.).
- Lab techs – offer opportunities for men and women.
- Malaria – Insecticide-treated nets as a potential money-making opportunity for individual women and women’s groups.

Causal Links, Intended Impacts, Results Framework and Indicators

- Consider indicators for male knowledge, attitude and behavior changes.

Potential Lusophone NGO Experts with Skills in Legal/Policy Gender Analysis
(Note: URLs provided when available)

Portugal

- Associação Portuguesa de Mulheres Juristas - Portuguese Women lawyers Association, www.apmj.org, www.assptmulheresjuristas.org
- APEM Portugal
- ADP - Aliança para a Democracia Paritária, Portugal
- AMCV - Associação de Mulheres contra a Violência, Portugal
- AMS - Associação de Mulheres Socialistas, Portugal
- Associação das Antigas Guias, Portugal
- Associação de Mulheres do Conselho de Moura, Portugal
- Federação das Mulheres Empresárias e Profissionais de Portugal, Portugal
- Graal, Portugal
- GRAM - Grupo de Acção de Mulheres do Sindicato dos Bancários do Sul e Ilhas, Portugal
- Mulheres Século XXI, Portugal
- Rede de Jovens para a Igualdade de Oportunidades entre Mulheres e Homens, Portugal
- REMA - Rede de Mulheres Autarcas, Portugal
- UMAR – Union de Mulheres Alternativa e Reposta, Portugal

BRAZIL

- National Lawyers' Association (Associação Nacional dos Advogados)
- National Council on Women's Rights (Conselho Nacional de Direitos da Mulher--CNDM) has organized seminars and public forums throughout Brazil, where lawyers, feminists, legislators, and the general public analyzed women's legal situation and formulated proposals for the constitution (CNDM, 1986).
- The Articulação das Mulheres Brasileiras (Brazilian Women's Articulation) (Links women's organizations in Brazil's 26 states and federal district.
- The Feminist Center for Studies and Advising (CFEMEA), the feminist lobby located in the capital city of Brasília (see www.cfemea.org.br), provides advice to women in Congress, circulates an excellent monthly newsletter, tracks the progress of all women's rights legislation, conducts research projects, and organizes meetings and exchanges involving women's groups from all over the country.